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FINANCING PUBLIC CHILD WELFARE SERVICES: 1956
WITH SELECTED TREND DATA

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CONTENTS

Page

Public Child Welfare Expenditures in 1956.....	1
Scope of This Report.....	1
Expenditures by Source of Funds.....	2
Expenditures by Object.....	3
Federal, State, and Local Expenditures by Object.....	5
Foster Care Payments and Expenditures for Professional and Facilitating Services by Source of Funds.....	6
Expenditures and State Child Population.....	8
Expenditures and State Child Dependency Ratios.....	8
Expenditures and State Economic Resources.....	11
Public Payments to Voluntary Child Caring Organizations.....	13
Expenditures for Child Welfare Services and Related State Expenditures for Welfare and Education.....	14
Trends in Public Child Welfare Expenditures: 1952-1956.....	18
Trends in Foster Care Payments: 1947-1956.....	20
Trends in Federal Expenditures for Child Welfare Services: 1936-1956....	22
Financing Public Child Welfare Services: Discussion.....	26

TABLES

Text

Table	Page
A	Percentage distribution of public child welfare expenditures, by object and by specified groupings of States, 1956..... 4
B	Percentage distribution of public child welfare expenditures, by object and by source of funds, 1956..... 5
C	Percentage distribution of public child welfare expenditures, by source of funds and by object, 1956..... 6
D	Percentage distribution of public child welfare expenditures for professional and facilitating services, by source of funds and by specified State groupings, 1956..... 7
E	Child dependency ratios and public child welfare expenditures per capita, by specified groupings of States, 1956..... 11
F	Public child welfare expenditures per \$1,000 of State personal income, by specified groupings of States, 1956..... 12
G	State rankings in per capita public expenditures for child welfare services, aid to dependent children under the Social Security Act, general assistance, and elementary and secondary education..... 16-17
H	Foster care payments of State and local public welfare agencies, by source of funds, 1947 and 1956, 30 States reporting completely in 1947 American Public Welfare Association study and in 1956 report to the Children's Bureau..... 21
I	Federal grants-in-aid to States for child welfare services: amounts authorized, appropriated, and expended by States, fiscal years 1936-1956..... 25

Appendix

Table	Page
1	Expenditures of State and local public welfare agencies for child welfare services: amount and percentage distribution by purpose of expenditure, by State, fiscal year ended June 30, 1956..... 31

Table	Page
2 Expenditures of State and local public welfare agencies for child welfare services: amount and percentage distribution by source of funds, by State, fiscal year ended June 30, 1956.....	32
3 Foster care payments of State and local public welfare agencies: amount and percentage distribution by source of funds, by State, fiscal year ended June 30, 1956.....	33
4 Foster care payments of State and local public welfare agencies: amount and percentage distribution by type of foster care, by State, fiscal year ended June 30, 1956.....	34
5 Expenditures of State and local public welfare agencies for professional and facilitating services: amount and percentage distribution by source of funds, by State, fiscal year ended June 30, 1956.....	35
6 Expenditures of State and local public welfare agencies for professional and facilitating services: amount and percentage distribution by purpose of expenditure, by State, fiscal year ended June 30, 1956.....	36
7 Total and per capita expenditures of State and local public welfare agencies for child welfare services, by State, fiscal years 1952-1956.....	37
8 Public child welfare expenditures, State personal income, and expenditures per \$1,000 of State personal income, by State, 1956.	38

Charts

Figure	
1 Per capita expenditures of State and local public welfare agencies for child welfare services, 1956.....	9
2 Federal expenditures for child welfare services and aid to dependent children (assistance payments and administration), fiscal years 1937-1956.....	23

FINANCING PUBLIC CHILD WELFARE SERVICES: 1956 WITH SELECTED TREND DATA

Public child welfare expenditures in 1956 ¹

Expenditures of State and local public welfare agencies for child welfare services reached an estimated high of \$145 million in the fiscal year ending June 30, 1956, an 8 percent rise above 1955. This is the largest annual outlay since national expenditure data first became available in 1952 and probably the largest outlay ever. The national total includes \$6,933,148 of Federal funds expended by the States under the grant-in-aid program for child welfare services authorized by the Social Security Act.

Although aggregate expenditures rose between 1955 and 1956, expenditures fell in 10 of the 39 States which reported completely for both years. The percentage decreases, ranging from 1 percent in New Hampshire to 26 percent in the Virgin Islands, were largest in States like Idaho, the Virgin Islands, and Wyoming where total outlays were small. The increases reported in 29 States ranged from less than 1 percent in Puerto Rico to 22 percent in Louisiana.

Expenditures rose at all levels of government but at varying rates. State funds were up 10 percent, local funds 6 percent, and Federal funds 1 percent. The more rapid rise in State funds as compared with local funds is attributable mainly to a change in Connecticut's child welfare program under which the State assumed responsibility for all neglected and uncared-for children committed to public guardianship, a responsibility previously shared with local communities.

In 1956 it was a few States that spent most of the total national outlay. The five States with the largest expenditures--New York, Pennsylvania, California, Ohio, and Massachusetts--spent 54 percent of the estimated total expenditure. On the other hand, even excluding the Virgin Islands, the five States with the smallest expenditures--Idaho, Wyoming, South Dakota, Montana, and North Dakota--together spent less than 1 percent. New York State alone spent \$41,763,337 or 29 percent of the total.

Scope of this report

The expenditures that are the subject of this report fall short in a number of important respects of a complete accounting of outlays for all child welfare programs under public auspices. Expenditures of all public institutions for children, whether or not they are administered by public welfare departments,

¹ Based on information received by the Children's Bureau from 45 State public welfare agencies that submitted substantially complete expenditure reports for 1956. A report was considered substantially complete if it included at least 90 percent of the child welfare expenditures of State and local agencies in the reporting State.

In this report, the District of Columbia, the territories and the possessions are referred to as States.

are excluded. In addition, the reported expenditures for child welfare services reflect the operating costs (excluding capital costs) of State and local public welfare agencies; they exclude expenditures for child welfare services that do not flow through such agencies. The chief result of this limitation is to omit expenditures for services to children provided by juvenile courts and youth authorities, as well as appropriations in some States that are made directly by the State legislature to voluntary child caring organizations. All payments to such organizations, however, that are made by public welfare departments to purchase care for children--and by far the most common method of making public funds available to voluntary children's agencies and institutions is through these departments--are included.

Also outside the scope of this report are expenditures for children under Aid to Dependent Children and other public assistance programs, except that payments for foster care of children are included even though they may be made from general assistance funds or from other State public assistance funds appropriated specifically for foster care.

Because the limitations noted affect individual States differently, they should be taken into account in using reported expenditure data, especially if State expenditures are being compared. The reported expenditure of a State in which a substantial part of its public children's services is provided by juvenile courts or in public institutions is not fully comparable with that of a State in which relatively more of these services is provided by the public welfare agencies. Comparability is also affected by State patterns of financial relationships between public and voluntary agencies. In some States there is a well established tradition of public payments to voluntary organizations for the foster care of children; in others little or no public funds are paid to these organizations.

Expenditures by source of funds

All levels of government, local, State and Federal, usually participate in financing public child welfare services. In 1956 State funds accounted for the largest share, \$74,000,000 or 51 percent of the estimated national expenditure; local funds came to \$64,000,000 or 44 percent; and Federal funds came close to \$7,000,000 or 5 percent. Child welfare is one of the fields of public welfare in which there is heavy reliance on local funds. By contrast, the local share of public assistance costs, including assistance payments and administration, for all programs (old age assistance, aid to dependent children, aid to the blind, aid to the permanently and totally disabled, and general assistance) amounted to 13 percent in fiscal year 1956.²

² The local share of expenditures for assistance and administration was 9 percent for the four special types of public assistance and 50 percent for general assistance. See "Source of Funds Expended for Public Assistance Administrative Costs, Calendar Year Ended December 31, 1956," Bureau of Public Assistance, June 20, 1957, Table 1.

The great diversity between States in their financing of child welfare programs is shown by the fact that although State and Federal funds were expended in all 45 States reporting to the Children's Bureau, in 14 States no local funds were used.³ On the other hand, in 3 States--Indiana, Ohio and Pennsylvania--the local share of total expenditures exceeded 90 percent.

There is no relationship between a State's level of expenditures (from State and locally appropriated funds) and the relative proportions of State and local funds that are used. States with a high proportion of expenditures from State appropriated funds are as likely to have low as high public child welfare expenditures per child under 21 in the population. Among the 45 reporting States, for example, the 14 in which all non-Federal expenditures came from State appropriated funds only, ranked from third to forty-fifth in per capita expenditures.

Expenditures by object

Public child welfare expenditures have two major purposes: (1) to provide for the board and care of children in foster care; and (2) to provide professional services in behalf of children--both for children in foster care and for the much larger group living in their own homes--and to meet the costs of operation. The cost of professional services, as such, cannot be measured from the data now available. The best available data are the reported expenditures for personnel, largely salaries of professional personnel but including those of clerical and other workers as well, and the reported expenditures for educational leave to provide professional training for promising workers. Other expenditures for facilitating services, reported in a single item, include office space, supplies, communication, travel, and similar costs necessary to the operation of the public child welfare program. In 1956 an estimated \$104,000,000 or 72 percent of the total national expenditure, was used to pay for the foster care of children; \$35,000,000 (24 percent) for personnel; \$500,000 (0.4 percent) for educational leave; and \$6,000,000 (4 percent) for other expenditures.

In 1956, and each year since 1952, foster care payments have constituted nearly three-fourths of all reported public child welfare expenditures. The States vary widely, however, in the percentage of their expenditures devoted to this purpose, with a range from 3 percent in Idaho to 93 percent in Pennsylvania. The percentage is greatest, as table A shows, in the Northeastern region, in the most urban States, and in the highest income States. It is smallest in the South, in the most rural States, and in the lowest income States. These factors are, of course, often interrelated; many of the rural and low income States, for example, are found in the South.

³ These 14 States were Alabama, Arizona, Delaware, The District of Columbia, Hawaii, Idaho, Louisiana, Maine, New Mexico, Puerto Rico, Rhode Island, Utah, the Virgin Islands, and Washington. The child welfare programs of all these States are State administered through county or district offices of the State welfare agency.

TABLE A.--Percentage distribution of public child welfare expenditures, by object and by specified groupings of States, 1956¹

State grouping	Number of States.	Object of expenditures		
		Total	Foster care payments	Professional and facilitating services
U. S. estimated total	53	100	72	28
<u>Region</u>				
Northeast	8	100	86	14
North Central	10	100	59	41
South	14	100	54	46
West	10	100	59	41
<u>Urban-rural character²</u>				
Most urban States	14	100	78	22
Semi-rural States	19	100	56	44
Most rural States	12	100	48	52
<u>Income level³</u>				
Highest income States	14	100	77	23
Middle income States	14	100	54	46
Lowest income States	14	100	53	47

¹ Data for 45 reporting States.

² This classification is based on a ranking of States into three groups according to the percentage of their population living in urban places as defined in the 1950 Census.

³ Data for 42 States excluding the territories for which per capita income statistics are not available.

Several factors in addition to rurality and income level account for the regional differences between the Northeast and the South. There is a long history in the Northeast, going back more than 300 years in some States, of public responsibility for child welfare, predominantly foster care; in many of the southern States acceptance of this responsibility is a much more recent development. There is also a well established tradition in the Northeast, that does not exist on a comparable scale in the South, of public payments to voluntary agencies and institutions for the care of children. Thirdly, relatively fewer of the children served by public welfare agencies in the South in 1956 were in foster care and more were living in their own homes than in the Northeast.

The variations between States must also be considered in light of the character and organization of public services for children in individual

States. Indiana and Ohio, for example, have extensive programs of foster care service for children in county homes, the expenditures of which, as public institutions, have not been included in this report. In Michigan foster care as well as other services for children is often provided by the juvenile courts, whose expenditures likewise have been excluded. Certain expenditures for foster care in Illinois have been financed out of the Gunning Funds which are not administered by the public welfare agencies.⁴ Foster care services in Iowa are provided by the State Board of Control as well as by the State and local public welfare departments. In Idaho legislative appropriations are made directly to certain voluntary child-caring agencies and institutions. If all public expenditures for foster care in these States, and not merely those made by public welfare agencies, were reported, both the amounts of expenditure, and the percentage, used for this purpose probably would rise considerably above the levels reported.

Federal, State, and local expenditures by object

While State and local funds, as table B shows, are used primarily for foster care payments, only 5 percent of the Federal expenditure is used for this purpose. Federal funds mainly support professional services for children by helping to meet the salaries of professional personnel and finance their education. This has been the object of Federal expenditure since the inception of the grant-in-aid program in 1936; in fact, until 1951 Federal funds could not, as a matter of policy, be used to finance foster care payments except in a very limited way.

TABLE B.--Percentage distribution of public child welfare expenditures, by object and by source of funds, 1956.

Object of expenditure	Source of funds			
	Total	Federal	State	Local
U. S. total	100	100	100	100
Foster care payments	72	5	70	81
Professional and facilitating services	28	95	30	19
Personnel and other costs	28	87	30	19
Educational leave	(¹)	8	0	0

¹ Less than one-half of one percent.

⁴ The Gunning Funds are State funds administered by the Auditor of Public Accounts which are used to reimburse counties for a portion of the cost of care and maintenance of dependent, neglected, and delinquent children. Responsibility for administering this program was transferred to the Illinois Department of Public Welfare effective July 1, 1957.

Foster care payments and expenditures for professional and facilitating services by source of funds

State and local funds almost exclusively, and in about equal measure, financed the board and care of foster children in 1956, the Federal expenditure for this purpose being very small (table C). By contrast, the Federal share amounted to 16 percent of the national expenditure for professional and facilitating services and it financed educational leave for selected personnel almost completely. Except for educational leave, State funds financed the largest outlay for professional and facilitating services exceeding the local share for this purpose by a wide margin.

TABLE C.--Percentage distribution of public child welfare expenditures, by source of funds and by object, 1956

Object of expenditure	Source of funds			
	Total	Federal	State	Local
Total	100	5	51	44
Foster care payments	100	(¹)	50	50
Professional and facilitating services	100	16	54	30
Personnel and other costs	100	15	55	30
Educational leave	100	98	2	0

¹ Less than one-half of one percent.

The Federal share of total expenditures for professional and facilitating services varied markedly. The percentage was small (under 5 percent) in California and New York but in 20 States it was over 30 percent of the total expenditure and in 6 of these States (Arizona, Arkansas, Idaho, South Carolina, the Virgin Islands, and Wyoming) it was over 50 percent.

Table D further shows that the Federal share was substantially larger (1) in the most rural as compared with the most urban States; (2) in the lowest income as compared with the highest income States; (3) in States with smaller as compared with States with larger public child welfare programs; and (4) in the South as compared with the Northeast and the West. These differentials are due, in large part, to the way in which Federal funds are distributed to the States. In order to strengthen child welfare services in predominantly rural areas the Social Security Act provides that each State's grant, above a minimum amount not to exceed \$40,000 which all States receive equally, shall be proportional to the size of its rural child population. The 1956 pattern of Federal expenditures accordingly demonstrates that the purposes of the Act are being achieved. It is to be noted, however, that by no means all of the variation in the Federal share of State expenditures is accounted for by the formula applied in allotting Federal funds. Obviously, even

if all States were to receive an equal amount, the Federal percentage would still vary since the level of State and local expenditures varies widely.

TABLE D.--Percentage distribution of public child welfare expenditures for professional and facilitating services, by source of funds and by specified State groupings, 1956¹

State grouping	Number of States	Source of funds			
		Total	Federal	State	Local
U. S. estimated total	53	100	16	54	30
<u>Urban-rural character</u>					
Most urban States	14	100	8	58	34
Semi-rural States	19	100	17	50	33
Most rural States	12	100	41	56	3
<u>Income level²</u>					
Highest income States	14	100	8	58	34
Middle income States	14	100	20	44	36
Lowest income States	14	100	36	59	5
<u>Size of public child welfare program</u>					
States with 100 or more full-time employees	16	100	9	53	38
States with less than 100 full-time employees	29	100	30	62	8
<u>Region</u>					
Northeast	8	100	8	57	35
North Central	10	100	13	33	54
South	14	100	30	62	8
West	10	100	9	76	15

¹ Data for 45 reporting States.

² Data for 42 States excluding the Territories for which per capita income statistics are not available.

Table D calls attention to another significant aspect of the pattern of distribution of Federal funds. The Federal percentage is greatest in the groups of States in which the local percentage is smallest. The local share, for example, is only 3 percent in the most rural States as against 34 percent in the most urban. Federal funds, therefore, may be said to "compensate" for the low level, or absence, of local expenditures in certain groups of States. The Western region, however, is an exception to this statement. There the local

share is relatively low (15 percent) but is "compensated" for by a high level of State expenditure, largest of the four regions.

Expenditures and State child population

As one would expect, States with larger child populations tend to have larger absolute amounts of expenditure for public child welfare services, but the correlation between the two factors is far from perfect.⁵ Texas, for example, which ranks 4th among the States in child population, is 20th in expenditures. Florida and South Carolina, ranking 15th and 19th in child population, are 33rd and 39th, respectively, in expenditures. These extreme differences in rank cannot be attributed fully to a lack of comparability of the reported expenditures of these States with those of other States.

Another, and perhaps more significant, way of relating expenditures to child population is in terms of per capita expenditures (expenditures per child under 21 in the population). Per capita expenditures, by holding constant, in a sense, the child population factor, make it possible to compare States which differ in size. In 1956 State per capita expenditures ranged from \$8.00 in New York to \$0.15 in Idaho, the estimated national average being \$2.31 per child under 21. The geographic pattern of per capita expenditures may be examined in figure 1, which also presents expenditures for State groupings by region, by urban-rural character, and by income level.

As the map shows, the Northeast and West have the highest per capita expenditures and the South the lowest. Per capita expenditures are well over five times as large in the Northeast as in the South; four times as large in the most urban as in the most rural States; and well over three times as large in the highest income as in the lowest income States.

That California's per capita expenditure is not as high as that of the other West Coast States may, in part, be due to the extraordinary increase in its child population in recent years. Between April 1, 1950 and July 1, 1955 California's population under 21 rose 37 percent, as compared with a rise of 21 percent in both Oregon and Washington and a 16 percent rise in continental United States.⁶ Factors that tend to lower reported expenditures in Idaho and in many of the North Central States (Michigan, Iowa, Illinois, Indiana, and Ohio) have already been mentioned. Louisiana is a notable exception to the prevailing low level of per capita expenditures in the South.

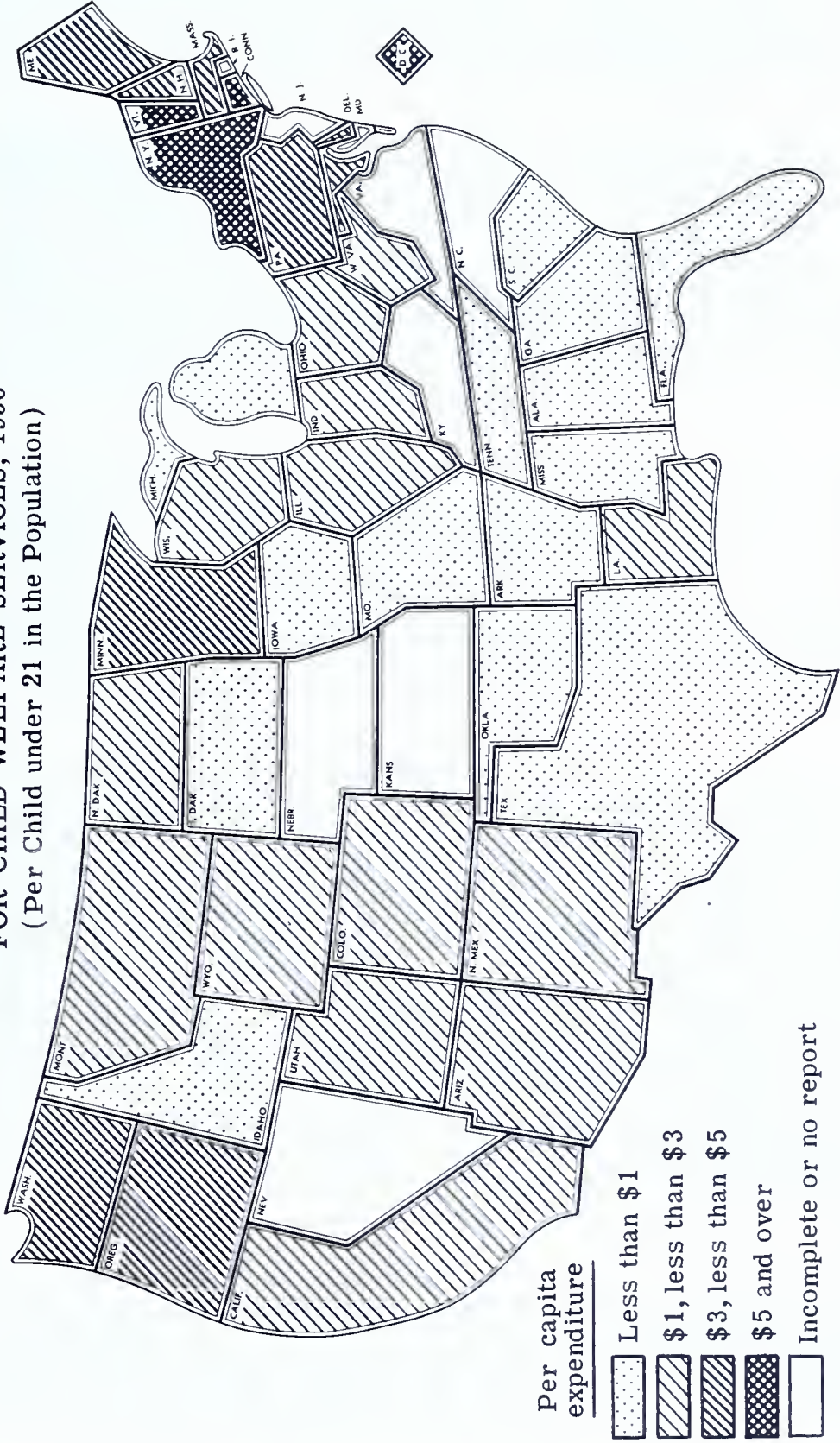
Expenditures and State child dependency ratios

A feature of the composition of the population that throws much light on the social characteristics and human needs of any community is the size of the

⁵ The Spearman rank correlation coefficient between child population under 21 and total expenditures of the States is .71. A perfect correlation would equal 1.

⁶ Bureau of the Census, Current Population Reports, Series P-25, No. 151, February 11, 1957.

Figure 1.
**PER CAPITA EXPENDITURES OF STATE AND LOCAL PUBLIC WELFARE AGENCIES
 FOR CHILD WELFARE SERVICES, 1956**
 (Per Child under 21 in the Population)



Region	Per capita expenditure	Urban-rural character	Per capita expenditure	Income level	Per capita expenditure
Northeast	\$5.46	Most urban States	\$3.36	Highest income States	\$3.47
North Central	1.63	Semi-rural States	1.67	Middle income States	1.43
South	0.98	Most rural States	0.82	Lowest income States	0.96
West	2.51				

child population relative to the size of the adult population of working age. Since the child population is particularly dependent for its care and support on the adult population of working age, a measure of the extent of adult responsibility for children in a community is made available by determining the number of children under 18 for every 100 adults aged 18 to 64. Wherever this "child dependency ratio" is high, responsibilities of families, and requirements for social welfare services, are likely to be heavy. In view of this relationship, State child dependency ratios and State child welfare expenditures may usefully be considered together.

The child dependency ratio is quite a different measure from absolute size of the child population. A State with a large child population may have a low dependency ratio, and vice versa. New York and California, for example, rank first and second, respectively, among States, in absolute size of child population under 18, but are 48th and 40th, respectively, in child dependency ratio. On the other hand, Mississippi and New Mexico, 25th and 36th respectively, in child population, are first and second in child dependency ratio.

As of July 1, 1955, there were 60 children under 18 for every 100 adults aged 18-64 in the United States.⁷ Mississippi, with 87 children for every 100 adults, had the highest child dependency ratio, followed by New Mexico (85 per 100), South Carolina (83), Utah (80), and Arkansas (78). At the other extreme was the District of Columbia (38 per 100), followed by New York (48), New Jersey (49), Connecticut (51), and Illinois and Massachusetts (53 each). The "burden" of child dependency clearly is unequally distributed among the States.

There was a fairly strong inverse relationship between per capita expenditures for child welfare services in 1956 and child dependency ratios of the reporting States.⁸ Where dependency ratios were high, per capita expenditures tended to be low. The ratio was highest, as table E shows, in the most rural States, the lowest income States, and the South--precisely the groups of States in which per capita expenditures were lowest. If it is valid to say that populations with relatively large proportions of children are likely to have greater requirements for child welfare services, then the pattern of variations in State expenditures (from local, State, and Federal funds) tends not to accord well with the pattern of requirements. The distribution of Federal grants-in-aid to States on the basis of size of rural child population results in relatively large allotments to the groups of States with high child dependency ratios. Federal funds thereby serve to bring about a better balance nationally between requirements and expenditures.

⁷ Based on Bureau of the Census estimates of the civilian population by age groups. Current Population Reports, Series P-25, No. 151, February 11, 1957.

⁸ Excluding Hawaii, Puerto Rico, and the Virgin Islands. The Spearman rank correlation coefficient was $-.55$.

TABLE E.--Child dependency ratios and public child welfare expenditures per capita, by specified groupings of States, 1956¹

State grouping	Child dependency ratio	Expenditure per capita
United States	60	\$2.31
<u>Urban-rural character</u>		
Most urban States	54	3.36
Semi-rural States	65	1.67
Most rural States	75	0.82
<u>Income level</u>		
Highest income States	54	3.47
Middle income States	63	1.43
Lowest income States	74	0.96
<u>Region</u>		
Northeast	51	5.46
North Central	59	1.63
South	69	0.98
West	60	2.51

¹ Child dependency ratios based on population estimates as of July 1, 1955.

Expenditures and State economic resources

It has been noted that per capita expenditures (per child under 21 in the population) and per capita personal income levels of the States are related directly, per capita expenditures being largest in the highest income States. The rank correlation between per capita expenditures (from State and local funds) and State personal income per capita is fairly strong (.63) and would be even stronger if all public outlays for child welfare, and not only those of the public welfare agencies, were included in the reports of States like Michigan, Illinois, and others whose reports are not fully comparable with those of the majority of States. Limitations in the data alone, however, cannot explain why, for example, Maine and Vermont, which rank 25th and 29th, respectively, in personal income per capita, are 6th and 4th in per capita expenditures for child welfare services, nor why Florida and Texas, which rank 23rd and 24th, respectively, in income are 38th and 41st in such expenditures.

These examples indicate a disparity between States in the extent to which their economic resources are drawn upon to finance public welfare services for children. A measure of this extent (or "fiscal effort") can be obtained by expressing how much a State spends for public child welfare services for every \$1,000 of State personal income. State personal income has been widely accepted as an index of relative economic capacities of the States. It is defined in a

U. S. Department of Commerce report as "the current income received by residents of the States from all sources" and is characterized as "the most comprehensive available record of differences among States in economic structure."⁹ The report notes the well known fact that "the individual States and regions vary substantially in volume of total income," pointing out, for example, that in 1955 the 9 States with the largest total incomes received 59 percent of the Nation's personal income, while the 9 States with the smallest incomes received less than 2-1/2 percent.

For every \$1,000 of the Nation's personal income \$.47 was spent in 1956 for public child welfare services. There was a wide range in State fiscal effort from \$1.16 for every \$1,000 of State personal income in Vermont and \$1.15 in New York to \$.01 in Idaho and \$.05 in Texas.¹⁰ Table F further shows that fiscal

TABLE F.--Public child welfare expenditures per \$1,000 of State personal income, by specified groupings of States, 1956

State grouping	Number of States	Expenditures per \$1,000 of State personal income
U. S. total ¹	42	\$0.47
<u>Urban-rural character</u>		
Most urban States	13	0.54
Semi-rural States	18	0.36
Most rural States	11	0.24
<u>Income level</u>		
Highest income States	14	0.56
Middle income States	14	0.30
Lowest income States	14	0.26
<u>Region</u>		
Northeast	8	0.87
North Central	10	0.29
South	14	0.23
West	10	0.44

¹ Data on personal income not available for Hawaii, Puerto Rico, and the Virgin Islands.

⁹ "Personal Income by States Since 1929," by Charles F. Schwartz and Robert E. Graham, Jr., U. S. Department of Commerce, 1956.

¹⁰ Data for individual States may be found in Appendix table 8. It should be noted that although two States may make the same fiscal effort, their total expenditures can differ widely. While New York and Vermont, for example, made almost equal fiscal efforts in 1956, obviously New York spends many times what Vermont spends and its per capita expenditures also are larger. For the same reason a lesser fiscal effort in a wealthy State may yield a larger amount for expenditure than a greater effort in a poor State.

effort was considerably greater in the most urban as compared with the most rural States, in the highest income as compared with the lowest income States, and in the Northeast and the West as compared with the South. Fiscal effort, accordingly, is lowest in the States with a high proportion of children to adults. It is lowest in the rural States where voluntary child welfare services are least available and where public services must fill the gap.¹¹ It is lowest in the poorest States, with the result that the amounts available for expenditure in these States are quite low relative to other States.

Public payments to voluntary child caring organizations

Mention has been made of the fact that State patterns of financial relationship between public and voluntary agencies differ widely. From data provided by 38 of the 45 States that submitted reports in 1956 it is possible to describe more precisely the extent of public welfare agency disbursements to voluntary agencies and institutions. These States reported the amount of their foster care expenditures that was spent to purchase foster family or institutional care for children from voluntary child caring organizations, and the amount that was spent for the care of children living in foster family homes supervised directly by the public agencies.¹²

Although about one half of the total outlay for foster care in the 38 States was expended by the public agencies directly and one half was paid to private organizations, atypical patterns in Pennsylvania and New York (both States with unusually large expenditure-flows to voluntary organizations that weight the aggregates for the 38 States heavily) conceal the predominant pattern, which is that public foster care outlays for the most part were expended directly by the public agencies. Excluding these two States, the share spent directly by the public agencies was 86 percent and the share paid to voluntary organizations was 14 percent. In 28 of the 38 States, four-fifths or more of the foster care expenditure--and in 12 of the 28, practically the entire expenditure--was by the public agencies directly. In only three States was the share paid to voluntary organizations more than 50 percent--in Pennsylvania (84 percent), New York (79 percent), and North Dakota (56 percent). Within the Northeastern region alone there were wide differences; in contrast with Pennsylvania and New York, the voluntary share in Maine, Massachusetts, and Rhode Island combined (the only other States in the region for which information is available) was 7 percent. Smaller disbursements to voluntary organizations may be due to lesser availability of voluntary facilities in some States, to State differences in public policy concerning purchase of care from such organizations, or to both of these causes.

Sizeable expenditure-flows to voluntary organizations occurred in a number of States where the percentage was substantially lower than in Pennsylvania,

¹¹ Rates of children receiving child welfare casework service from voluntary agencies are lowest in the most rural States.

¹² Seven of the reporting States were unable to provide this breakdown. Data for individual States is presented in Appendix table 4. It should be recalled that public institutional costs are not included in this analysis.

New York, and North Dakota. Illinois paid voluntary agencies over \$1 million in 1956 (36 percent of its total foster care expenditure); Oregon and Washington paid over \$600,000 (42 percent and 30 percent, respectively); and Indiana and Ohio paid over \$500,000 (24 percent and 11 percent, respectively).

Expenditures for child welfare services and related State expenditures for welfare and education

Child welfare service represents only one of many functions of State and local government. Additional light can be cast on State expenditures for child welfare by comparing with them public expenditures for related social welfare programs and for education. Three programs have been selected for comparison: (1) aid to dependent children under the Social Security Act (ADC), the public assistance program which in June 1956 served 1,707,629 children in economically dependent families; (2) general assistance, the public assistance program which shares with child welfare the important characteristic of being supported predominantly out of State and local funds¹³; and (3) public elementary and secondary education, not a welfare function but a program for children that accounts for a considerable fraction of all State and local expenditures.

Table G presents State rankings in per capita expenditures for child welfare and these other selected programs. The data are for 42 of the 45 States that reported child welfare expenditures in 1956 and are for fiscal year 1956 except in the case of education, for which the latest available information is for 1953-1954.¹⁴

On the question as to whether there is a relationship between State expenditures for child welfare and for each of the other programs, the following are the relevant findings: The rank correlation coefficient between State expenditures (from local, State, and Federal funds) for child welfare per child under 21 and State ADC expenditures (from all funds) for assistance payments and administration per child under 18 is .30. The correlation with general assistance expenditures for assistance payments per inhabitant is .51.¹⁵ The correlation with current expenditures (allocable to pupil costs) for public elementary and secondary education per school-age child 5 through 7 years is .39. The overall correlation among the four sets of State rankings, measured by computing the average of the coefficients of correlation between all possible pairs of rankings, is .38. It may be concluded, then, that there is a positive but weak relationship between State expenditures for the four programs. Of the three programs selected for comparison, child welfare expendi-

¹³ Unlike child welfare services, no Federal funds go into general assistance. Unlike ADC, general assistance is not designed specifically to aid needy children, although many children (the number is unknown) live in families receiving this type of assistance.

¹⁴ Hawaii, Puerto Rico, and the Virgin Islands have been omitted.

¹⁵ Adequate national data on administrative costs for general assistance are not available.

tures correlate most closely with general assistance and even in this instance the correlation is moderate.

Since the several programs are addressed to diverse social needs, and since at any time States may choose to assign priority to certain functions rather than to others, there is no obvious reason why States should have the same relative ranking on expenditures for the programs under consideration. ADC and general assistance, unlike the other two programs, attempt to meet economic needs that may vary from State to State. Child welfare and ADC are related to certain child and family welfare problems that also may vary widely. Education is related neither to economic need nor to the existence of welfare problems. Inspection of table G shows that a few States do, however, maintain about the same relative position with respect to expenditures for the four programs. Washington State, for example, ranks 6th, 7th, 3rd, and 4th respectively, in child welfare, ADC, general assistance, and education. Massachusetts is 13th, 11th, 14th, and 19th, respectively. Similar patterns occur somewhat more frequently in the South where certain States tend to rank low on all programs. South Carolina, for example, ranks 40th, 41st, 35th, and 39th, respectively. Alabama ranks 33rd, 35th, 42nd, and 40th, respectively. Mississippi ranks 32nd, 42nd, 41st, and 42nd, respectively.

Although a consistent pattern is not to be expected, whenever widely discrepant rankings occur in the expenditures of a State they serve the useful purpose of directing attention to possibly important questions. Why do Oklahoma and West Virginia, for example, which rank 3rd and 4th in ADC rank 21st and 31st in child welfare; or, on the other hand, why do Vermont and Delaware rank 4th and 7th in child welfare but 33rd and 30th in ADC? Illinois and Rhode Island are 1st and 2nd in general assistance but 24th and 16th in child welfare, while New York and the District of Columbia are 1st and 3rd in child welfare but 17th and 32nd in general assistance. Similarly, Wyoming and Montana rank 2nd and 5th in education but 23rd and 22nd in child welfare, while the District of Columbia and Vermont are 3rd and 4th in child welfare but 18th and 33rd in education.

A further significant result emerging from the data on which Table G is based is that State expenditures for child welfare and general assistance are extremely variable, much more so than expenditures for ADC and education. The highest per capita expenditure for child welfare is 53 times the lowest expenditure, whereas the highest ADC expenditure is only 5 times the lowest and the highest education expenditure is 3 times the lowest. (The highest general assistance expenditure is 426 times the lowest.) Measured by the coefficient of variation (a better criterion of the relative variability of several sets of data), the variability is greatest in child welfare. The coefficient of variation is 81 percent in child welfare, 75 percent in general assistance, 36 percent in ADC, and 23 percent in education.

Lack of comparability in the reported child welfare expenditures of a few States cannot alone account for the unusually large variation in these expenditures as compared with ADC and education. The differences in relative variability are attributable to many causes, a full analysis of which would take us too far afield. But it is probable that the extreme variation in child welfare

TABLE G.--State rankings in per capita public expenditures for child welfare services, aid to dependent children under the Social Security Act, general assistance, and elementary and secondary education.

(Data for 42 States reporting child welfare expenditures in 1956. Rankings for child welfare, aid to dependent children, and general assistance are for fiscal year ended June 30, 1956. Data for education are for 1953-54.)

State	Public child welfare expenditures under 21 in the population) ¹	Aid to dependent children expenditures for assistance and administration (per child under 18 in the population) ^{1 2}	General assistance expenditures for assistance payments (per inhabitant) ²	Current expenditures (allocable to pupil costs) for public elementary and secondary education (per school-age child 5 through 17 years)
	Rank	Rank	Rank	Rank
New York	1	1	17	6
Connecticut	2	14	18	8
District of Columbia	3	12	32	18
Vermont	4	33	19	33
Maine	5	9	7	35
Washington	6	7	3	4
Delaware	7	30	16	7
New Hampshire	8	28	23	32
Oregon	9	29	8	3
Minnesota	10	24	9	14
Maryland	11	34	33	20
Pennsylvania	12	22	15	15
Massachusetts	13	11	14	19
California	14	2	21	1
Wisconsin	15	25	11	21
Rhode Island	16	5	2	34
Indiana	17	38	25	13
Ohio	18	39	5	22
Louisiana	19	10	24	31
New Mexico	20	6	31	26

West Virginia	21	3	26	36
Montana	22	21	4	5
Wyoming	23	37	13	2
Illinois	24	16	1	12
North Dakota	25	32	28	25
Utah	26	18	20	28
Colorado	27	8	12	10
Arizona	28	13	27	16
South Dakota	29	23	10	17
Missouri	30	15	29	30
Oklahoma	31	4	30	27
Mississippi	32	42	41	42
Alabama	33	35	42	40
Iowa	34	27	22	9
Tennessee	35	20	39	38
Georgia	36	31	38	37
Arkansas	37	36	37	41
Michigan	38	26	6	11
Florida	39	17	34	24
South Carolina	40	41	35	39
Texas	41	40	36	29
Idaho	42	19	40	23

¹ Expenditures from all funds, local, State, and Federal.

² Includes vendor payments for medical care.

Source: Data for aid to dependent children and general assistance are based on releases of the Bureau of Public Assistance. Per capita expenditures for child welfare and ADC are based on Bureau of the Census population estimates as of July 1, 1955. Data for education are based on "Statistics of State School Systems: Organization, Staff, Pupils, and Finances, 1953-54," Chapter 2 of the Biennial Survey of Education in the United States, 1952-54, Office of Education.

and general assistance is related, in part, to the fact that both programs are financed predominantly out of State and local funds. Education, of course, is also financed in this way, but the lesser variability in this program can be attributed to the universal acceptance of education as a public responsibility and to the priority widely given to educational needs in recent years in order to meet urgent demands created by the growth in the population of school age. As for the lesser variability in ADC, the substantial share of Federal funds in this program undoubtedly has tended to equalize State expenditures. In fiscal year 1956, 56 percent of all ADC expenditures for assistance payments and administration came from Federal funds in contrast with the far smaller Federal share in child welfare and the absence of Federal aid in general assistance. The requirement in the Social Security Act that, to be approved for Federal grants, the State plan for ADC must be in operation throughout the State also helps to account for the lesser variability in ADC expenditures; for, with no comparable requirement for child welfare services grants, the States vary widely in geographic coverage of public welfare services for children.

Trends in public child welfare expenditures: 1952-1956

Four years have passed since national expenditure data on child welfare services first became available in 1952. What, it may be asked, have been the chief movements in expenditures during this period?¹⁶

Expenditures have gone up 29 percent. Increases have occurred in all major functional components except educational leave payments. Expenditures for professional and facilitating services went up more than foster care expenditures, 37 percent as against 26 percent. The three components of expenditures for professional and facilitating services also changed in different ways. Personnel costs rose 42 percent, educational leave payments fell 2 percent, and other administrative costs rose 21 percent.¹⁷ Per capita expenditures went up as well as total expenditures though not as much, 17 percent versus 29 percent.

Expenditures of State funds increased 89 percent, while expenditures of local and Federal funds declined 11 and 6 percent, respectively. The marked divergence in the movement of State as compared with local funds, however, was due mainly to shifts in State-local fiscal patterns in Connecticut and New York.¹⁸ Excluding these two States, State funds rose 34 percent and local funds 25 percent.

¹⁶ This section is based on data for 38 States which reported completely and comparably from 1952 to 1956. The 15 States not included were estimated to have spent about one fourth of the national aggregate expenditure in 1956. Lending confidence to the data as indicators of national trends is the fact that the 15 include States from all State groupings, whether the classification is by region, by income level, or by urban-rural character.

¹⁷ Information on educational leave is based on reports from 53 States on expenditures of Federal funds for this purpose.

¹⁸ The Connecticut experience is referred to on page 1 of this report. In New York, State participation in local child welfare costs, which previously had been limited to sharing expenditures for salaries of local personnel, was extended to all child welfare expenditures effective January 1, 1954.

A trend is clearly evident toward enlarging the share of public child welfare expenditures coming from State funds and reducing correspondingly the share coming from local funds. The State share went up in 32 of the 38 States included in the 1952-56 trend series. With respect to the local share the situation was very different. No local funds were expended either in 1952 or in 1956 in 13 of the 38 States, and in 16 of the 25 remaining States the local share went down. In addition to the significant developments in Connecticut and New York, Michigan enacted legislation which became effective April 1, 1956, designed to extend, strengthen, and equalize the foster care program of the counties through the use of State aid. This legislation is expected to effect a re-allocation of State-local fiscal responsibilities over the years. Likewise, recent legislation in Pennsylvania authorizing State reimbursement to counties for local foster care programs should effect a similar result. Barring a major change in intergovernmental fiscal relations in the United States, it is probable that future years will witness a continuation of the trend described.

The rise in aggregate national expenditures since 1952 reflects real gains during this time in public child welfare services. This was a period of fairly stable prices; the purchasing power of the dollar as measured by consumer prices was \$.88 in 1952 and \$.86 in 1956 (1947-49 = \$1.00). While it was a period of rapid growth in child population, the increase in expenditures was relatively greater than the increase in population. Specific evidences of program development and strengthening were a 12 percent rise in the number of children served by public welfare agencies, and a 10 percent rise in the number of public child welfare employees, between 1952 and 1956. The rise in personnel expenditures was due not only to an increased number of employees, but also to an increase in salary levels. The median salary of public child welfare caseworkers, the largest group of professional employees, went up 20 percent.

The upward trend in expenditures was nationwide. Thirty-four of the 38 States increased their expenditures between 1952 and 1956; only Hawaii, Idaho, Massachusetts, and Rhode Island registered declines. In some jurisdictions the rise was substantial, exceeding 50 percent in eight States.¹⁹ Nationwide, also, the trend was generally upward year by year between 1952 and 1956. Increases occurred in all four years in 18 of the 38 States, while in 13 others increases occurred in three out of the four years. On the other hand, decreases in all four years occurred in only 2 States (Hawaii and Rhode Island); and in 2 others (Idaho and Massachusetts) they occurred in three out of the four years. The pervasiveness of the rising trend throughout the country and over the four-year span is attributable, to no small degree, to common dynamic forces having a nation-wide impact, most important, perhaps, the growth in population and the achievements of the American economy operating at high levels of

¹⁹ These States were Colorado, Delaware, Louisiana, Mississippi, Oregon, South Carolina, Texas, and Wyoming.

production, employment, and income with resulting "clear gains in the well-being of the American people."²⁰

Trends in foster care payments: 1947-1956

Among the concerns of an inquiry into the nation's foster care resources, undertaken in 1947 by the American Public Welfare Association, was "the extent to which public funds were being utilized by State and local public welfare agencies for children in need of foster care."²¹ For this reason, information on foster care payments in fiscal year 1947 was collected through a questionnaire sent to the State public welfare agencies. Since there was substantial comparability in concept and in coverage of the reporting in the 1947 inquiry and in reports received by the Children's Bureau for 1956, trends in payments for board and care can be studied for the 30 States which reported completely at both times. The data are presented in table H.²²

Foster care payments increased considerably (85 percent) in the nine-year period. Excluding New York, which in 1956 spent two-thirds of the total payments of the 30 States, the increase was 126 percent. Confirming the trend previously noted, payments from State funds went up more than payments from local funds (304 percent versus 11 percent)--a differential which is narrowed markedly when New York is excluded (142 percent versus 108 percent). This trend undoubtedly began before the period under consideration and is simply one aspect of an historical evolution of governmental functions and financing in the United States under which "the State governments have assumed a considerably more significant role in the State-local structure."²³

The rather limited public responsibility for foster care services in some States as recently as 1947 is indicated by the fact that total payments

²⁰ "Economic Report of the President," January, 1957, page 4.

Program improvements in child welfare services, it should be noted, may sometimes bring about a fall rather than a rise in expenditures. In some States with large foster care expenditures, for example, advances in work with parents, adoption, etc., by reducing the need for costly foster care facilities, may effect a net reduction in expenditures.

²¹ "Foster Care" by Bess Craig, American Public Welfare Association, 1948.

²² Expenditures of public institutions which were reported in 1947 have been omitted. The public agency payments included are for foster family care provided directly by the public agencies and for foster family and institutional care purchased from voluntary organizations.

It is probable that the reporting in 1956, being based on an annual expenditure reporting plan, was more complete and more accurate than in the earlier ground-breaking inquiry. For this reason the magnitude of the increases shown in the table may be somewhat exaggerated.

Although the 23 States not included in table H include States from all State groupings used in this analysis, the fact that four of the five States with the largest total child welfare expenditures in 1956 do not appear in the table is a noteworthy limitation of the data.

²³ "Historical Statistics on State and Local Government Finances: 1902-1953," Bureau of the Census, U. S. Department of Commerce, page. 1.

TABLE H.--Foster care payments of State and local public welfare agencies, by source of funds, 1947 and 1956, 30 States reporting completely in 1947 American Public Welfare Association study and in 1956 report to the Children's Bureau

State	Source of funds								
	Total			State funds			Local funds		
	1947	1956	Percent change	1947	1956	Percent change	1947	1956	Percent change
Total, 30 States ¹	\$29,617,956	\$54,735,568	+85	\$7,456,296	\$30,089,829	+304	\$22,132,306	\$24,645,739	+11
Alabama	151,758	379,105	+150	84,079	379,105	+351	67,679	-	-100
Arizona	128,324	303,826	+137	128,324	303,826	+137	-	-	-
Arkansas	90,723	227,538	+151	73,223	192,402	+163	17,500	35,136	+101
Colorado ¹	146,157	485,501	+232	38,253	204,605	+435	78,550	280,896	+258
Delaware	112,488	323,156	+187	112,488	323,156	+187	-	-	-
Dist. of Columbia	395,937	806,751	+104	395,937	806,751	+104	-	-	-
Florida	46,205	307,266	+565	24,842	46,346	+87	21,363	260,920	+1121
Hawaii	298,603	386,581	+29	298,603	386,581	+29	-	-	-
Idaho	17,483	1,168	-93	17,273	1,168	-93	210	-	-100
Indiana	1,305,891	2,228,781	+71	-	-	-	1,305,891	2,228,781	+71
Louisiana	320,851	1,665,862	+419	210,207	1,665,862	+692	110,644	-	-100
Maryland	760,372	2,215,334	+191	407,707	1,149,925	+182	352,665	1,065,409	+202
Minnesota	1,082,575	1,950,409	+80	261,162	406,122	+56	821,413	1,544,287	+88
Mississippi	3,629	165,235	+4453	1,740	132,320	+7505	1,889	32,915	+1642
Montana	45,011	157,367	+250	23,510	49,469	+110	21,501	107,898	+402
New Hampshire	305,525	536,478	+76	-	-	-	305,525	536,478	+76
New Mexico	103,071	272,983	+165	103,071	272,983	+165	-	-	-
New York	21,312,975	35,934,498	+69	2,707,107	18,619,351	+588	18,605,868	17,315,147	-7
North Dakota	119,415	234,032	+96	62,587	137,091	+119	56,828	96,941	+71
Oklahoma	120,891	173,727	+44	111,750	154,927	+39	9,141	18,800	+106
Oregon	622,143	1,501,614	+141	574,682	1,240,381	+116	47,461	261,233	+450
Rhode Island	324,259	456,946	+41	324,259	456,946	+41	-	-	-
South Carolina	41,795	179,115	+329	25,806	128,778	+399	15,989	50,337	+215
South Dakota	45,507	118,525	+160	30,917	73,937	+139	14,590	44,588	+206
Tennessee	25,000	329,128	+1217	13,000	90,042	+593	12,000	239,086	+1892
Texas	136,200	293,462	+115	-	-	-	136,200	293,462	+115
Utah	252,012	286,933	+14	252,012	286,933	+14	-	-	-
Vermont	234,371	504,203	+115	117,272	294,557	+151	117,099	209,646	+79
Washington	1,056,485	2,203,887	+109	1,056,485	2,203,887	+109	-	-	-
Wyoming	12,300	106,157	+763	-	82,378	(²)	12,300	23,779	+93

¹ No breakdown by source of funds was reported by Colorado in 1947 of an expenditure of \$29,354 for purchase of care from voluntary organizations.

² Since no State funds were expended in 1947, a percentage change is not shown.

Source: 1947 data adapted from tables VII and VIII of APWA study. New York reported in that study for its fiscal year ending December 31, 1945. For comparability with the other States, an estimate of New York's 1947 payments has been substituted, based on expenditures for that year reported in tables 38 and 42, "Public Social Services in New York State, 1950 and 1951," 84th and 85th Annual Reports, New York State Department of Social Welfare, 1952.

for board and care were less than \$50,000 in 8 of the 30 States.²⁴ The very large increases, percentage-wise, in most of these States (Idaho is the only State in table H in which expenditures declined between 1947 and 1956) must be related to the low level of expenditure from which they started.

Three major factors account for the rise in foster care payments. In part this was a response to the increase in the general price level. The purchasing power of the dollar declined almost one-fifth between 1947 and 1956. Mainly, however, the rise reflects both expansion of service and advance in the level of payment per child under care. The number of children served by public agencies who were living in foster family homes in the 30 States rose 27 percent

²⁴ These States were Florida, Idaho, Mississippi, Montana, South Carolina, South Dakota, Tennessee, and Wyoming.

(44 percent excluding New York), an increase that results from the growth of public child welfare services and the shift in type of care from institutional to foster family care.²⁵ Unfortunately, information is not at hand on trends in board rates and in other unit costs for care of foster children (clothing, medical care, and other special needs) by public agencies. There can be no doubt, however, that the level of payment has risen and that this contributed significantly to the over-all increase.²⁶

That the relative influence of the several factors responsible for the national rise in foster care payments varied State by State is evident from the finding that the number of children served by public agencies who were living in foster family homes either remained about the same or declined in 10 of the 30 States included in the trend series.

Trends in Federal expenditures for child welfare services: 1936-1956

Federal participation in the financing of public child welfare programs began in 1936. Under the terms of the Social Security Act of 1935 the sum of \$1,500,000 was authorized to be appropriated annually for grants-in-aid to States for child welfare services. A uniform allotment of \$10,000 was to be made to each cooperating State, the remainder of the authorization to be distributed according to the size of the State's rural population relative to the total rural population of the United States.²⁷ Since 1935 the amount of the authorization has been increased four times. It was raised to \$1,510,000 by the Social Security Act Amendments of 1939 when Puerto Rico became eligible to participate in the program. It was raised to \$3,500,000 by the Amendments of 1946 under which the uniform allotment to each State was also raised to \$20,000. It was raised to \$10,000,000, and the uniform allotment to \$40,000, by the Amendments of 1950. The authorization has been raised to \$12,000,000 effective in fiscal year 1958 by the Amendments of 1956 which, however, did not change the uniform allotment. Amounts appropriated in recent years have been somewhat less than the amounts authorized (See table I).

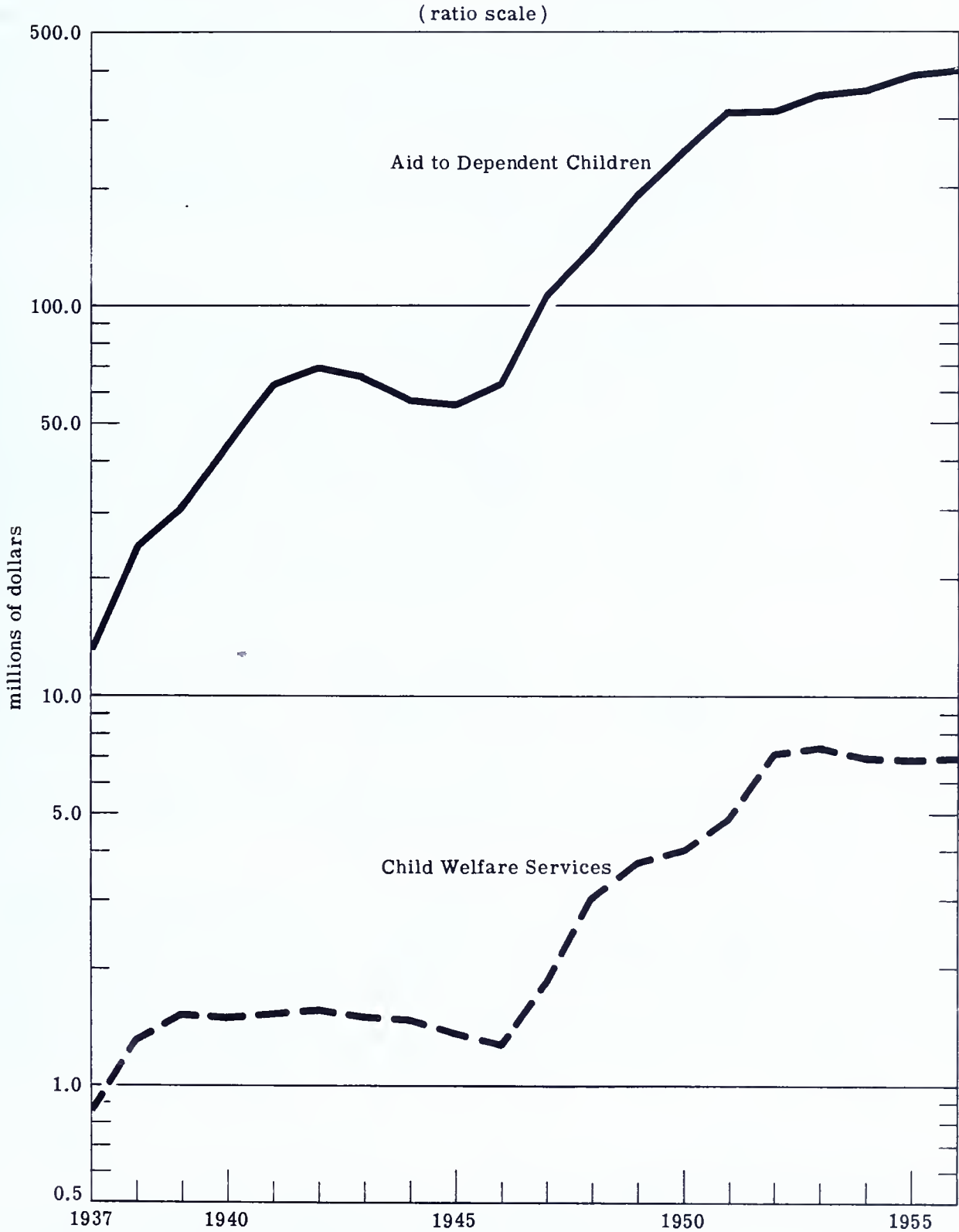
The basic purpose of the 1935 Act stands unaltered: to enable the Federal government "to cooperate with State public welfare agencies in establishing,

²⁵ National trend data are not available on the number of children for whom public agencies purchased care from voluntary organizations.

²⁶ Trends in board rates paid by member agencies of the Child Welfare League of America are of interest in this connection. Data collected by the League from its member agencies show a 42 percent rise in the median base board rate, defined as "a scheduled rate for school-age children who present no extraordinary problem," from about \$31 a month in 1946 to about \$44 a month in 1954. The League findings, however, are not necessarily applicable to public welfare agencies generally or to non-member agencies. See the following League bulletins: "Board Rates--1946," May 1947 and "Board Rates in December, 1954," May 1956.

²⁷ The Social Security Act Amendments of 1950 changed the basis of distribution to size of the State's rural population under 18 relative to the total rural population of the United States under that age.

Figure 2.
 FEDERAL EXPENDITURES FOR CHILD WELFARE SERVICES AND
 AID TO DEPENDENT CHILDREN,* FISCAL YEARS 1937-56



*Assistance payments and administration.

extending, and strengthening, especially in predominantly rural areas, public welfare services...for the protection and care of homeless, dependent, and neglected children, and children in danger of becoming delinquent." The Act provides that grants are to be expended "for payment of part of the cost of district, county, or other local child welfare services in areas predominantly rural, for developing State services for the encouragement and assistance of adequate methods of community child welfare organization," and (by an amendment in 1950) "for paying the cost of returning any runaway child who has not attained the age of sixteen to his own community in another State in cases in which such return is in the interest of the child and the cost thereof cannot otherwise be met." State or local sharing is required in the financing of local services in predominantly rural areas but not for the other services specified in the Act. Except for the earliest years, all States have joined with the Federal government in developing annual plans for using child welfare grants and they have done so continuously.²⁸

State expenditures of Federal funds, as table I shows, were below the amounts appropriated by Congress in some years, especially 1936, 1937, 1947, and 1951--years immediately following legislation authorizing new or enlarged appropriations when States needed time to put to full use the new or increased sums made available to them. In other years, by using funds carried over from preceding years, expenditures have exceeded the annual appropriation. This was possible because, until 1953, the amount of a State's allotment unpaid at the end of the fiscal year remained available for the two succeeding years. The Labor-Federal Security Appropriation Act of 1953, however, prohibited an allotment being made available after the close of the year for which it was made, except as needed to liquidate obligations incurred during the year.

The history of State expenditures of Federal funds since 1936 can be divided into three periods. After an initial period of growth, from 1936 to 1939, expenditures remained at about the same level, or declined somewhat, until the end of World War II. Declines occurred in 1940 and in each of the war years from 1943 to 1946. After the war, as the amounts appropriated were raised by Congress, expenditures increased markedly until they levelled off after 1953. An upturn in 1956 is expected to continue into 1957 and 1958 in view of increased appropriations for these years.

These trends can be followed in figure 2, in which trends in Federal expenditures for ADC (including both assistance payments and administrative costs) during the same period are also shown. In the conceptions underlying the original Social Security Act, grants-in-aid for ADC were seen, along with grants for maternal and child health, crippled children, and child welfare services, as part of a program of special security measures for children.²⁹ As in child welfare, an initial period of growth in Federal ADC expenditures

²⁸ The Virgin Islands was not eligible to participate in the program until 1947. Utah did not participate in 1945.

²⁹ The Amendments of 1939 expanded the old-age insurance program set up in 1935 into an old-age and survivors insurance program, providing security for the insured worker's children and other family members as well as for the insured worker himself.

TABLE I.--Federal grants-in-aid to States for child welfare services: amounts authorized, appropriated, and expended by States, fiscal years 1936-1956

Fiscal year	Federal child welfare services grants		
	Authorized	Appropriated	Expended by States
1936.....	\$1,500,000	\$625,000	\$84,956 ¹
1937.....	1,500,000	1,376,457	851,089
1938.....	1,500,000	1,499,543	1,312,077
1939.....	1,500,000	1,500,000	1,526,678
1940.....	1,510,000	1,505,000	1,492,315
1941.....	1,510,000	1,510,000	1,523,985
1942.....	1,510,000	1,510,000	1,554,183
1943.....	1,510,000	1,510,000	1,495,994
1944.....	1,510,000	1,510,000	1,473,349
1945.....	1,510,000	1,510,000	1,365,007
1946.....	1,510,000	1,510,000	1,276,426
1947.....	3,500,000	3,500,000	1,852,470
1948.....	3,500,000	3,500,000	3,077,148
1949.....	3,500,000	3,500,000	3,749,322
1950.....	3,500,000	3,500,000	4,046,120
1951.....	10,000,000	7,075,000	4,858,064
1952.....	10,000,000	7,590,400	7,116,856
1953.....	10,000,000	4,370,923	7,409,061
1954.....	10,000,000	7,228,900	6,988,709
1955.....	10,000,000	7,228,900	6,883,876
1956.....	10,000,000	7,228,900	6,933,148

¹ February-June only.

was followed by a decline during the war years, and thereafter by a rapid rise in the post-war period that has levelled off in more recent years. Unlike child welfare, however, ADC expenditures from federal funds increased more rapidly and over a longer time in the pre-war period, their post war rise was greater, and they levelled off in rate of growth, and not, as occurred in child welfare in 1954 and 1955, in an actual reduction of expenditures. As a result of their more rapid and sustained growth, ADC expenditures in 1956 were 16 times as large, while child welfare expenditures from Federal funds were only 5 times as large, as in 1938.³⁰

³⁰ In 1938, 40 States received Federal funds for ADC and 49 States, for child welfare services, under approved State plans. Inclusion of additional State ADC programs, successive amendments of the public assistance provisions of the Social Security Act which increased the Federal share of assistance payments, and other factors contributed to the growth in Federal ADC expenditures.

State and local ADC expenditures in 1956 were somewhat less than five times as large as in 1938, a rise that contributed directly to the rise in Federal expenditures which, under the "open-end" grant in ADC, are dependent upon the amount of the States' expenditures.³¹ State and local expenditures for child welfare during the period under consideration are not known with any certainty but probably were not, at most, more than two or three times their 1938 level. Unlike ADC, however, increases in State and local expenditures for child welfare do not immediately result in larger Federal expenditures, for, under the "closed-end" grant in child welfare, the Federal appropriation is limited by the amount authorized in the governing legislation.

The mutual interrelationship of the ADC and child welfare programs has had an important bearing on expenditures. ADC has helped to reduce the number of children removed from their own homes because of the poverty of their families. As a result, foster care payments, voluntary as well as public, have not had to be as large as would have been necessary otherwise.³² A further indication of interrelationship is that 7 percent of the children served by public child welfare workers in June, 1956, according to information received by the Children's Bureau from 41 States, were in families receiving ADC. The cost of serving these children has not been isolated.

Financing public child welfare services: Discussion

In reviewing tendencies in child welfare at the close of the last century, Homer Folks wrote: "...The question now being decided is this--is our public administration sufficiently honest and efficient to be entrusted with the management of a system for the care of destitute children, or must we turn that branch of public service over to private charitable corporations, leaving to the public officials the functions of paying the bills, and of exercising such supervision over the workings of the plan as may be possible?"³³

Public welfare administration has matured since this was written in 1900. The questions now being decided are no longer whether public administration is to be "entrusted" with responsibility, but what this responsibility is to include, by what methods of administration and financing it is to be implemented, and how it is to be shared between the several levels of government and between the voluntary and the public services. Folks was writing, as it turned out, at a midpoint between two historic events in the evolution of public welfare in the United States. About thirty-five years earlier Massachusetts, in 1863, had set up a State Board of Charities that is considered the nation's first State welfare agency. Thirty-five years after he wrote, the Social Security Act stimulated the completion of a process long under way in child welfare, in

³¹ Other factors affecting ADC expenditures are discussed in "State and Local Financing of Public Assistance: 1935-1955" by Ellen J Perkins, Public Assistance Report No. 28, Bureau of Public Assistance, 1956.

³² Because Federal expenditures for foster care have been small, they have not been directly affected by this development.

³³ Homer Folks, "The Care of Destitute, Neglected, and Delinquent Children," p. 129.

which all States have come to assume some responsibility for child welfare on a State-wide basis, and have implemented this, in all but a few instances, by organizing divisions of child welfare within the State public welfare agencies.

Typically, the financing of public child welfare services today is shared by all levels of government. All States expend State funds, all participate in the Federal grant-in-aid program, and a large majority expend local funds. While the largest part of the national expenditure is from State funds, the local share is very substantial. Relative to the national expenditure Federal funds have been limited, but they have been effective in their chosen objective of extending and strengthening services in rural and other areas of "special need." In recent years expenditures of all levels of government have been rising as services generally have been extended and strengthened. A trend toward relatively greater increases in State than in local funds seems likely to be continued in the years ahead.

As with many other functions of government, the financing and administration of child welfare programs do not necessarily go together. Under the Federal grant-in-aid system responsibility for directing and administering child welfare programs lies with the States. States also frequently transfer State funds to localities to aid locally administered services, and local governments sometimes transfer funds to the State for State-administered services. Further research is needed on prevailing State-local administrative and fiscal patterns, the more so, perhaps, since it is at the local level, where direct service is given to individuals, that service too often is unavailable. One-half of all United States counties, with a fourth of the nation's child population, did not have access to the services of a full-time public child welfare worker in 1956.³⁴

The remarkable variability of State expenditures for child welfare, well above that of some related functions of State and local government, is a theme that recurs throughout this report--in per capita expenditures, the shares of total expenditures used for foster care, the shares of foster care payments going to voluntary organizations, fiscal effort, and in other ways. By grouping the States according to region, urban-rural character, and income level (characteristics that are interrelated), a few patterns have been discerned. Fiscal effort and per capita expenditures, and the share of total expenditures devoted to foster care, are greatest in the Northeast, the most urban States, and the highest income States; they are lowest in the South, the most rural States, and the lowest income States. The States with the highest proportions of children have the lowest per capita expenditures. These financial inequalities between States have been moderated somewhat by the method of distributing Federal funds. As a result of the allocation of these funds on the basis of rural child population, the Federal share of State expenditures for professional and facilitating services is largest in the South, the lowest income States, and the States with the highest child dependency ratios, since these State characteristics all are correlated with rurality.

³⁴ See "Staff in Public Child Welfare Programs: 1956," Children's Bureau Statistical Series No. 41, 1957.

Wide variations in expenditures occur not only between groups of States but also within any one group. These variations can be understood only by studying conditions unique to each State.³⁵

In addition to the conditions unique to each State and the conditions common to a group of States, and perhaps more decisive than either for the child welfare services, are forces in American society that affect the nation as a whole. Such forces have always powerfully affected child welfare programs and their importance may well be greater today than in earlier periods of our history. In recent decades alone, for example, national advances in the standard of living, public health, social security, etc., have materially reduced the rate of placing children in foster care. Contributing to this result also has been the increased emphasis over the country on preventing the need for foster care and providing alternative services, such as adoption, whenever possible. Current nation-wide trends in population growth and mobility, metropolitan expansion, and many other changes that today touch families wherever they may happen to live are increasing the requirements for financing child welfare service in practically all States. A large majority of the State welfare agencies have recently reported inadequate financing as one of the major limitations of their present-day programs of foster care.³⁶ If this is true of the most deeply rooted child welfare service, then, as the slow and uneven development of social services for children in their own homes indicates, it may well be true of child welfare services generally.

³⁵ The following statement, intended to assist States that are reviewing their methods of financing child welfare services, is taken from a guide for State child welfare legislation recently issued by the Children's Bureau:

"Decision as to how and at what levels the various parts of the program are to be financed depends, not only upon existing patterns of financing other State functions, but also upon the relative requirements of other State programs - including other public welfare as well as education and health programs, the financial resources of the State, the stage of program development reached, etc. Involved also is the extent to which the cost of services will be borne directly by the State, by local governments, or by the State through allocation of State funds to local agencies. Consideration should be given to State financial assistance to or sharing with local units on a flexible or variable grant basis as a means of raising standards, maintaining the quality and adequacy of care and equalizing opportunity for services throughout the State.

"Whatever method of financing the State decides upon, the funds provided should be sufficient to discharge adequately the duties and functions outlined by law for the agency or agencies administering the program. This is particularly true of services and care for children and youth whose legal custody has been removed from their parents by a court on the ground that they need treatment which the parents cannot give."

("Proposals for Drafting Principles and Suggested Language for Legislation on Public Child Welfare and Youth Services," 1957, page 7.)

³⁶ See "Foster Care: 1956," Children's Bureau Child Welfare Reports, No. 8, 1957.

APPENDIX

TABLE 1. --- Expenditures of State and Local Public Welfare Agencies for Child Welfare Services: Amount and Percentage Distribution by Purpose of Expenditure, by State, Fiscal Year Ended June 30, 1956

State	Amount					Percentage distribution				
	Total	Foster care payments	Personnel	Educational leave	Other	Total	Foster care payments	Personnel	Educational leave	Other
United States	\$145,000,000	\$104,000,000	\$34,700,000	\$500,000	\$5,800,000	100.0	71.7	23.9	0.4	4.0
Estimated total.....										
45 reporting States ¹	133,007,878	95,503,338	31,793,719	4,34,855	5,275,966	100.0	71.8	23.9	0.3	4.0
Total.....										
Alabama ²	968,087	394,705	547,078	5,944	20,360	100.0	40.8	56.5	0.6	2.1
Arizona ³	446,389	430,828	121,354	6,760	14,449	100.0	68.1	27.2	1.5	3.2
Arkansas.....	438,952	227,538	146,903	8,110	56,401	100.0	51.8	33.0	1.8	12.9
California.....	12,193,598	7,281,096	4,225,956	--	686,546	100.0	59.7	34.7	--	5.6
Colorado.....	741,754	485,501	206,138	7,875	42,240	100.0	65.4	27.8	1.1	5.7
Connecticut.....	4,628,136	3,801,323	711,145	5,949	109,719	100.0	82.1	15.4	0.1	2.4
Delaware.....	527,332	323,156	166,941	4,462	32,773	100.0	61.3	31.7	0.8	6.2
Dist. of Columbia.....	1,374,652	806,751	538,274	--	29,627	100.0	58.7	39.2	--	2.1
Florida.....	607,774	307,266	247,278	14,112	39,118	100.0	50.6	40.7	2.3	6.4
Georgia.....	968,692	543,669	371,318	9,683	44,022	100.0	56.1	38.3	1.0	4.6
Hawaii.....	565,386	386,581	158,622	2,654	17,529	100.0	68.4	28.0	0.5	3.1
Idaho.....	39,011	1,258	32,013	1,788	3,952	100.0	3.2	82.1	4.6	10.1
Illinois.....	4,491,516	3,164,887	1,093,073	46,962	186,594	100.0	70.5	24.3	1.0	4.2
Indiana.....	3,429,114	2,228,781	1,024,755	--	175,578	100.0	65.0	29.9	--	5.1
Iowa.....	694,702	154,077	391,819	17,087	131,719	100.0	22.2	56.4	2.4	19.0
Louisiana.....	2,488,101	1,672,456	657,239	15,868	122,538	100.0	67.8	26.6	0.6	5.0
Maine.....	1,423,522	1,038,676	304,816	2,966	77,064	100.0	73.0	21.4	0.2	5.4
Maryland.....	3,476,008	2,215,334	1,038,583	4,143	217,948	100.0	63.7	29.9	0.1	6.3
Massachusetts.....	5,093,929	4,082,266	846,920	1,620	9 163,123	100.0	80.2	16.6	(10)	3.2
Michigan.....	1,643,743	537,008	930,825	--	175,910	100.0	32.7	56.6	--	10.7
Minnesota.....	4,396,054	1,950,409	2,037,555	28,067	380,023	100.0	44.4	46.4	0.6	8.6
Mississippi.....	724,091	176,990	1,425,474	14,322	107,305	100.0	24.4	98.8	2.0	14.8
Missouri.....	1,248,544	673,058	472,039	16,110	87,337	100.0	53.9	37.8	1.3	7.0
Montana.....	368,872	157,567	165,855	13,127	30,523	100.0	42.6	45.0	4.1	8.3
New Hampshire.....	723,683	536,478	142,947	10	44,248	100.0	74.1	19.8	(10)	6.1
New Mexico.....	660,375	272,983	232,140	7,797	147,455	100.0	41.3	35.2	1.2	22.3
New York.....	41,763,337	35,924,498	5,225,023	15,678	9 588,138	100.0	86.1	12.5	(10)	1.4
North Dakota.....	373,353	234,032	110,676	5,894	22,751	100.0	62.7	29.6	1.6	6.1
Ohio ⁴	6,841,567	4,798,472	1,820,932	10,902	211,261	100.0	70.1	26.6	0.2	3.1
Oklahoma.....	634,373	173,727	312,619	21,136	126,891	100.0	27.4	49.3	3.3	20.0
Oregon.....	2,300,606	1,508,119	645,000	20,400	127,087	100.0	65.6	28.0	0.9	5.5
Pennsylvania ⁵	12,353,391	11,422,619	878,569	12,196	40,007	100.0	92.5	7.1	0.1	0.3
Puerto Rico.....	743,668	240,664	411,525	2,915	88,566	100.0	32.4	55.3	0.4	11.9
Rhode Island.....	710,095	436,946	222,625	6,225	24,299	100.0	31.4	64.3	0.9	3.4
South Carolina.....	404,573	197,392	190,209	--	16,972	100.0	48.8	47.0	--	4.2
South Dakota.....	273,033	127,420	115,145	525	9 29,943	100.0	46.7	42.2	0.2	10.9
Tennessee.....	876,569	329,128	449,050	30,037	68,354	100.0	37.6	51.2	3.4	7.8
Texas.....	1,030,985	293,462	598,909	13,745	124,869	100.0	28.5	58.1	1.3	12.1
Utah.....	464,030	286,933	146,238	3,328	27,531	100.0	61.9	31.5	0.7	5.9
Vermont.....	709,779	504,203	127,212	2,432	75,932	100.0	71.0	17.9	0.4	10.7
Virgin Islands.....	64,531	23,718	34,757	--	6,056	100.0	36.7	53.9	--	9.4
Washington.....	3,959,016	2,203,887	1,529,326	13,214	212,589	100.0	55.7	38.6	0.3	5.4
West Virginia.....	1,264,031	841,221	350,022	10,676	62,112	100.0	66.6	27.7	0.8	4.9
Wisconsin.....	3,722,700	2,097,300	1,333,300	22,800	269,300	100.0	56.4	35.8	0.6	7.2
Wyoming.....	176,224	106,157	55,594	5,336	9,207	100.0	60.3	31.5	3.0	5.2

¹ The reports of these 45 States included at least 90 percent of the total expenditure of State and local public welfare agencies in these States for child welfare services and are considered substantially complete.
² Five States (Kansas, Kentucky, Nebraska, Nevada, and North Carolina) transmitted incomplete reports. No reports were received from Alaska, New Jersey, and Virginia.
³ Due to improvements in State reporting, 1956 expenditures are not comparable with those reported in previous years.
⁴ Arizona reported expenditures for fiscal year 1955. Ohio and Pennsylvania reported for calendar year 1955.
⁵ Excludes some expenditures for medical care and services.
⁶ Includes a small amount for licensing of boarding homes and institutions for the aged.
⁷ Includes some payments in behalf of children living with relatives.
⁸ Includes contributions and payments from relatives, private organizations, and other sources.
⁹ Excludes some expenditures for part-time and other personnel.
¹⁰ Excludes some expenditures for rent, light, heat, and other administrative costs.
¹¹ Less than 0.05 percent.

TABLE 2. -- Expenditures of State and Local Public Welfare Agencies for Child Welfare Services: Amount and Percentage Distribution by Source of Funds, by State, Fiscal Year Ended June 30, 1956¹

State	Amount				Percentage distribution			
	Total	Federal funds	State funds	Local funds	Total	Federal funds	State funds	Local funds
United States								
Estimated total.....	\$145,000,000	\$6,900,000	\$74,300,000	\$63,800,000	100.0	4.8	51.2	44.0
45 reporting States								
Total.....	133,007,878	5,681,703	68,470,559	58,855,616	100.0	4.3	51.5	44.2
Alabama.....	968,087	215,785	752,302	--	100.0	22.3	77.7	--
Arizona.....	446,389	74,370	372,219	(²)	100.0	16.6	83.4	(²)
Arkansas.....	436,952	157,452	240,719	40,781	100.0	35.9	54.8	9.3
California.....	12,193,598	241,503	7,949,094	4,003,001	100.0	2.0	65.2	32.8
Colorado.....	741,754	69,199	369,912	302,643	100.0	9.3	49.9	40.8
Connecticut.....	4,628,136	70,333	4,375,151	182,652	100.0	1.5	94.5	4.0
Delaware.....	527,332	44,674	1,482,658	--	100.0	8.5	91.5	--
Dist. of Columbia.....	1,374,652	28,428	1,346,224	--	100.0	2.1	97.9	--
Florida.....	607,774	118,721	225,856	263,197	100.0	19.5	37.2	43.3
Georgia.....	968,692	222,621	84,235	661,836	100.0	23.0	8.7	68.3
Hawaii.....	565,386	41,082	524,304	--	100.0	7.3	92.7	--
Idaho.....	39,011	31,061	7,950	--	100.0	79.6	20.4	--
Illinois.....	4,491,516	190,505	3,287,818	1,013,193	100.0	4.2	73.2	22.6
Indiana.....	3,429,114	102,922	15,515	3,311,077	100.0	3.0	0.4	96.6
Iowa.....	694,702	147,054	347,892	199,756	100.0	21.2	50.1	28.7
Louisiana.....	2,468,101	173,479	2,294,622	--	100.0	7.0	93.0	--
Maine.....	1,423,522	69,627	1,353,895	--	100.0	4.9	95.1	--
Maryland.....	3,476,008	100,368	2,079,611	1,296,029	100.0	2.9	59.8	37.3
Massachusetts.....	5,093,929	79,192	4,696,137	318,600	100.0	1.5	92.2	6.3
Michigan.....	1,643,743	221,261	1,311,454	111,028	100.0	13.5	79.8	6.7
Minnesota.....	4,396,054	189,914	775,990	3,430,150	100.0	4.3	17.7	78.0
Mississippi.....	724,091	217,541	471,845	34,705	100.0	30.0	65.2	4.8
Missouri.....	1,248,544	178,864	270,830	798,850	100.0	14.3	21.7	64.0
Montana.....	568,872	62,342	141,727	164,603	100.0	17.0	38.4	44.6
New Hampshire.....	723,683	57,379	129,826	536,478	100.0	7.9	18.0	74.1
New Mexico.....	660,375	73,252	587,123	--	100.0	11.1	88.9	--
New York.....	41,763,337	198,245	21,605,073	19,960,019	100.0	0.5	51.7	47.8
North Dakota.....	373,353	65,500	173,861	133,992	100.0	17.5	46.6	35.9
Ohio.....	6,841,567	216,804	116,187	6,508,576	100.0	3.2	1.7	95.1
Oklahoma.....	634,373	141,162	472,043	21,168	100.0	22.3	74.4	3.3
Oregon.....	2,300,606	71,191	1,968,182	261,233	100.0	3.1	85.5	11.4
Pennsylvania.....	12,353,391	167,512	62,882	12,122,997	100.0	1.4	0.5	98.1
Puerto Rico.....	743,668	194,556	549,112	--	100.0	26.2	73.8	--
Rhode Island.....	710,095	36,260	671,835	--	100.0	5.4	94.6	--
South Carolina.....	404,573	184,678	154,311	65,584	100.0	45.7	38.1	16.2
South Dakota.....	273,033	64,374	164,071	44,588	100.0	23.6	60.1	16.3
Tennessee.....	876,569	194,371	443,112	239,086	100.0	22.2	50.5	27.3
Texas.....	1,030,985	341,993	244,990	444,002	100.0	33.2	23.7	43.1
Utah.....	164,030	54,701	409,329	--	100.0	11.8	88.2	--
Vermont.....	709,179	53,303	446,650	209,646	100.0	7.5	63.0	29.5
Virgin Islands.....	64,531	30,253	34,278	--	100.0	46.9	53.1	--
Washington.....	3,959,016	109,997	3,849,019	--	100.0	2.8	97.2	--
West Virginia.....	1,264,031	352,761	748,990	--	100.0	12.8	27.9	59.3
Wisconsin.....	3,722,700	177,100	2,167,700	1,377,900	100.0	4.8	58.2	37.0
Wyoming.....	176,224	36,894	90,074	49,256	100.0	20.9	51.1	28.0

¹ For scope and limitations of data, see table 1.
² A small amount of local funds (exact amount not available) is expended for medical payments.

TABLE 3. -- Foster Care Payments of State and Local Public Welfare Agencies: Amount and Percentage Distribution by Source of Funds, by State, Fiscal Year Ended June 30, 1956¹

State	Amount				Percentage distribution			
	Total	Federal funds	State funds	Local funds	Total	Federal funds	State funds	Local funds
United States	\$104,000,000	\$300,000	\$52,000,000	\$51,700,000	100.0	0.3	50.0	49.7
Estimated total.....								
45 reporting States	95,503,338	212,145	47,756,413	47,534,780	100.0	0.2	50.0	49.8
Total.....								
Alabama.....	394,705	15,600	379,105	--	100.0	4.0	96.0	--
Arizona.....	303,826	--	303,826	(²)	100.0	--	100.0	(²)
Arkansas.....	227,538	--	192,402	35,136	100.0	--	84.6	15.4
California.....	7,281,096	--	4,506,748	2,774,348	100.0	--	61.9	38.1
Colorado.....	485,501	--	204,605	280,896	100.0	--	42.1	57.9
Connecticut.....	3,801,323	--	3,635,935	165,388	100.0	--	95.6	4.4
Delaware.....	323,156	--	323,156	--	100.0	--	100.0	--
Dist. of Columbia.....	806,751	--	806,751	--	100.0	--	100.0	--
Florida.....	307,266	--	46,346	260,920	100.0	--	13.1	86.9
Georgia.....	543,669	63,231	--	480,438	100.0	11.6	--	88.4
Hawaii.....	386,581	--	386,581	--	100.0	--	100.0	--
Idaho.....	1,258	90	1,168	--	100.0	7.2	92.8	--
Illinois.....	3,164,887	7,361	2,424,648	732,878	100.0	0.2	76.6	23.2
Indiana.....	2,228,781	--	--	2,228,781	100.0	--	--	100.0
Iowa.....	154,077	--	--	154,077	100.0	--	--	100.0
Louisiana.....	1,672,456	6,594	1,665,862	--	100.0	0.4	99.6	--
Maine.....	1,038,676	--	1,038,676	--	100.0	--	100.0	--
Maryland.....	2,215,334	--	1,149,925	1,065,409	100.0	--	51.9	48.1
Massachusetts.....	4,082,266	--	3,763,666	318,600	100.0	--	92.2	7.8
Michigan.....	537,008	5,073	494,432	37,503	100.0	0.9	92.1	7.0
Minnesota.....	1,950,409	--	406,122	1,544,287	100.0	--	20.8	79.2
Mississippi.....	176,990	11,755	132,320	32,915	100.0	6.6	74.8	18.6
Missouri.....	673,058	--	108,315	564,743	100.0	--	16.1	83.9
Montana.....	157,367	--	49,469	107,898	100.0	--	31.4	68.6
New Hampshire.....	536,478	--	--	536,478	100.0	--	--	100.0
New Mexico.....	272,983	--	272,983	--	100.0	--	100.0	--
New York.....	35,934,498	--	18,619,351	17,315,147	100.0	--	51.8	48.2
North Dakota.....	234,032	--	137,091	96,941	100.0	--	58.6	41.4
Ohio.....	4,798,472	40,404	--	4,758,068	100.0	0.8	--	99.2
Oklahoma.....	173,727	--	154,927	18,800	100.0	--	89.2	10.8
Oregon.....	1,508,119	6,505	1,240,381	261,233	100.0	0.4	82.3	17.3
Pennsylvania.....	11,422,619	9,611	--	11,413,008	100.0	0.1	--	99.9
Puerto Rico.....	250,664	18,749	221,915	--	100.0	7.8	92.2	--
Rhode Island.....	456,946	--	456,946	--	100.0	--	100.0	--
South Carolina.....	197,392	18,277	128,778	50,337	100.0	9.3	65.2	25.5
South Dakota.....	127,420	8,895	73,937	44,588	100.0	7.0	58.0	35.0
Tennessee.....	329,128	--	90,042	239,086	100.0	--	27.4	72.6
Texas.....	293,462	--	--	293,462	100.0	--	--	100.0
Utah.....	286,933	--	286,933	--	100.0	--	100.0	--
Vermont.....	504,203	--	294,537	209,646	100.0	--	58.4	41.6
Virgin Islands.....	23,718	--	23,718	--	100.0	--	100.0	--
Washington.....	2,203,887	--	2,203,887	--	100.0	--	100.0	--
West Virginia.....	841,221	--	92,231	748,990	100.0	--	11.0	89.0
Wisconsin.....	2,097,300	--	1,356,300	741,000	100.0	--	64.7	35.3
Wyoming.....	106,157	--	82,378	23,779	100.0	--	77.6	22.4

¹ For scope and limitations of data, see table 1.

² A small amount of local funds (exact amount not available) is expended for medical payments.

TABLE 4. -- Foster Care Payments of State and Local Public Welfare Agencies: Amount and Percentage Distribution by Type of Foster Care, by State, Fiscal Year Ended June 30, 1956¹

State	Amount				Percentage distribution			
	Total	Payments for children living in		Total	Payments for children living in		Total	
		Foster family homes supervised by public welfare agencies	Foster family homes and institutions istered by voluntary agencies		Foster family homes supervised by public welfare agencies	Foster family homes and institutions supervised by public welfare agencies		
45 reporting States	2,895,503,338	\$42,283,780	\$43,570,357	100.0	49.3	50.7		
Alabama.....	394,705	392,604	2,101	100.0	99.5	0.5		
Arizona.....	303,826	277,826	26,000	100.0	91.4	8.6		
Arkansas.....	227,538	227,408	130	100.0	99.9	0.1		
California.....	7,281,096	7,270,108	10,988	100.0	99.8	0.2		
Colorado.....	485,501	387,294	98,207	100.0	79.8	20.2		
Connecticut.....	3,801,323	(3)	(3)	100.0	(3)	(3)		
Delaware.....	323,156	313,085	10,071	100.0	96.9	3.1		
Dist. of Columbia.....	806,751	598,179	208,572	100.0	74.1	25.9		
Florida.....	307,266	307,266	--	100.0	100.0	--		
Georgia.....	543,669	492,062	51,607	100.0	90.5	9.5		
Hawaii.....	386,581	281,211	105,370	100.0	72.7	27.3		
Idaho.....	1,258	1,258	--	100.0	100.0	--		
Illinois.....	3,164,887	2,031,935	1,132,952	100.0	64.2	35.8		
Indiana.....	2,228,781	1,693,912	534,869	100.0	76.0	24.0		
Iowa.....	154,077	(3)	(3)	100.0	(3)	(3)		
Louisiana.....	1,672,456	1,385,002	287,454	100.0	82.8	17.2		
Maine.....	1,038,676	1,010,101	28,575	100.0	97.2	2.8		
Maryland.....	2,215,334	(3)	(3)	100.0	(3)	(3)		
Massachusetts.....	4,082,266	3,720,168	362,098	100.0	91.1	8.9		
Michigan.....	537,008	481,329	55,679	100.0	89.6	10.4		
Minnesota.....	1,950,409	1,632,041	318,368	100.0	83.7	16.3		
Mississippi.....	176,990	176,990	--	100.0	100.0	--		
Missouri.....	673,058	625,636	47,422	100.0	93.0	7.0		
Montana.....	157,567	127,595	29,772	100.0	81.1	18.9		
New Hampshire.....	536,478	(3)	(3)	100.0	(3)	(3)		
New Mexico.....	272,983	249,012	23,971	100.0	91.2	8.8		
New York.....	35,924,498	7,505,265	28,429,233	100.0	20.9	79.1		
North Dakota.....	234,032	103,937	130,095	100.0	44.4	55.6		
Ohio.....	4,798,472	4,250,394	548,078	100.0	88.6	11.4		
Oklahoma.....	173,727	173,727	--	100.0	100.0	--		
Oregon.....	1,508,119	877,280	630,839	100.0	58.2	41.8		
Pennsylvania.....	11,422,619	1,789,956	9,632,663	100.0	15.7	84.3		
Puerto Rico.....	240,664	234,323	6,341	100.0	97.4	2.6		
Rhode Island.....	456,946	445,215	11,731	100.0	97.4	2.6		
South Carolina.....	197,392	197,392	--	100.0	100.0	--		
South Dakota.....	2,127,420	82,140	33,922	100.0	70.8	29.2		
Tennessee.....	329,128	(3)	(3)	100.0	(3)	(3)		
Texas.....	293,462	269,592	23,870	100.0	91.9	8.1		
Utah.....	286,933	268,983	17,950	100.0	93.7	6.3		
Vermont.....	504,203	(3)	(3)	100.0	(3)	(3)		
Virgin Islands.....	23,718	21,318	2,400	100.0	89.9	10.1		
Washington.....	2,203,887	1,534,203	669,684	100.0	69.6	30.4		
West Virginia.....	841,221	748,990	92,231	100.0	89.0	11.0		
Wisconsin.....	2,097,300	(3)	(3)	100.0	(3)	(3)		
Wyoming.....	106,157	99,043	7,114	100.0	93.3	6.7		

¹ For scope and limitations of data, see table 1.
² Includes \$9,637,843 total foster care payments in 7 States, and \$11,358 in South Dakota which cannot be allocated by type of foster care.
³ Breakdown not available.

Table 5. -- Expenditures of State and Local Public Welfare Agencies for Professional and Facilitating Services: Amount and Percentage Distribution by Source of Funds, by State, Fiscal Year Ended June 30, 1956¹

State	Amount				Percentage distribution			
	Total	Federal funds	State funds	Local funds	Total	Federal funds	State funds	Local funds
United States	\$41,000,000	\$6,600,000	\$22,300,000	\$12,100,000	100.0	16.1	54.3	29.6
45 reporting States	37,504,540	5,469,558	20,714,146	11,320,836	100.0	14.6	55.2	30.2
Alabama.....	573,382	200,185	373,197	--	100.0	34.9	65.1	--
Arizona.....	142,563	74,170	68,393	--	100.0	52.0	48.0	--
Arkansas.....	211,414	157,452	48,317	5,645	100.0	74.5	22.8	2.7
California.....	4,912,502	241,503	3,442,346	1,228,653	100.0	4.9	70.1	25.0
Colorado.....	256,253	69,100	165,307	21,747	100.0	27.0	64.5	8.5
Connecticut.....	826,813	70,333	739,216	17,264	100.0	8.5	89.4	2.1
Delaware.....	204,176	44,674	159,502	--	100.0	21.9	78.1	--
Dist. of Columbia.....	567,901	28,428	539,473	--	100.0	5.0	95.0	--
Florida.....	300,508	118,721	179,510	2,277	100.0	39.5	59.7	0.8
Georgia.....	425,023	159,390	84,235	181,398	100.0	37.5	19.8	42.7
Hawaii.....	178,805	41,082	137,723	--	100.0	23.0	77.0	--
Idaho.....	37,753	30,971	6,782	--	100.0	82.0	18.0	--
Illinois.....	1,326,629	183,144	863,170	280,315	100.0	13.8	65.1	21.1
Indiana.....	1,200,333	102,522	1,5,515	1,082,296	100.0	8.5	1.3	90.2
Iowa.....	540,625	147,054	347,892	45,679	100.0	27.2	64.4	8.4
Louisiana.....	795,645	166,885	628,760	--	100.0	21.0	79.0	--
Maine.....	384,846	69,627	315,219	--	100.0	18.1	81.9	--
Maryland.....	1,260,674	100,368	929,686	230,620	100.0	8.0	73.7	18.3
Massachusetts.....	1,011,663	79,192	932,471	--	100.0	7.8	92.2	--
Michigan.....	1,106,735	216,188	817,022	73,525	100.0	19.5	73.8	6.7
Minnesota.....	2,445,645	189,914	369,868	1,885,863	100.0	7.8	15.1	77.1
Mississippi.....	547,101	205,786	339,325	1,790	100.0	37.6	62.1	0.3
Missouri.....	575,486	178,864	162,515	234,107	100.0	31.1	28.2	40.7
Montana.....	211,505	62,542	92,258	56,705	100.0	29.6	43.6	26.8
New Hampshire.....	187,205	57,379	129,826	--	100.0	30.7	69.3	--
New Mexico.....	387,392	73,252	314,140	--	100.0	18.9	81.1	--
New York.....	5,828,839	198,245	2,985,722	2,644,872	100.0	3.4	51.2	45.4
North Dakota.....	139,321	65,500	36,770	37,051	100.0	47.0	26.4	26.6
Ohio.....	2,043,095	176,400	116,187	1,750,508	100.0	8.6	5.7	85.7
Oklahoma.....	460,646	141,162	317,116	2,368	100.0	30.7	68.8	0.5
Oregon.....	792,487	64,686	727,801	--	100.0	8.2	91.8	--
Pennsylvania.....	930,772	157,901	62,882	709,989	100.0	17.0	6.7	76.3
Puerto Rico.....	503,004	175,807	327,197	--	100.0	35.0	65.0	--
Rhode Island.....	253,149	38,260	214,889	--	100.0	15.1	84.9	--
South Carolina.....	207,181	166,401	25,533	15,247	100.0	80.3	12.3	7.4
South Dakota.....	145,613	55,479	90,134	--	100.0	38.1	61.9	--
Tennessee.....	547,441	194,371	353,070	--	100.0	35.5	64.5	--
Texas.....	737,523	341,993	244,990	150,540	100.0	46.4	33.2	20.4
Utah.....	177,097	54,701	122,396	--	100.0	30.9	69.1	--
Vermont.....	205,576	53,303	152,273	--	100.0	25.9	74.1	--
Virgin Islands.....	40,813	30,253	10,560	--	100.0	74.1	25.9	--
Washington.....	1,755,129	109,997	1,645,132	--	100.0	6.3	93.7	--
West Virginia.....	422,810	162,280	260,530	--	100.0	38.4	61.6	--
Wisconsin.....	1,625,400	177,100	811,400	636,900	100.0	10.9	49.9	39.2
Wyoming.....	70,067	36,894	7,696	25,477	100.0	52.6	11.0	36.4

¹ For scope and limitations of data, see table 1.

Table 6. --Expenditures of State and Local Public Welfare Agencies for Professional and Facilitating Services: Amount and Percentage Distribution by Purpose of Expenditure, by State, Fiscal Year Ended June 30, 1956¹

State	Amount				Percentage distribution			
	Total	Personnel	Educational leave	Other	Total	Personnel	Educational leave	Other
United States								
Estimated total.....	\$41,000,000	\$34,700,000	\$500,000	\$5,800,000	100.0	84.6	1.2	14.2
45 reporting States								
Total.....	37,504,540	31,793,719	4,34,855	5,275,966	100.0	84.8	1.1	14.1
Alabama.....	573,382	547,078	5,944	20,360	100.0	95.4	1.0	3.6
Arizona.....	142,563	121,354	6,760	14,449	100.0	85.1	4.8	10.1
Arkansas.....	211,414	146,903	8,110	56,401	100.0	69.5	3.8	26.7
California.....	4,912,502	4,225,956	--	686,546	100.0	86.0	--	14.0
Colorado.....	256,253	206,138	7,875	42,240	100.0	80.4	3.1	16.5
Connecticut.....	826,813	711,145	5,949	109,719	100.0	86.0	0.7	13.3
Delaware.....	204,176	166,941	4,462	32,773	100.0	81.8	2.2	16.0
Dist. of Columbia.....	567,901	538,274	--	29,627	100.0	94.8	--	5.2
Florida.....	300,508	247,278	14,112	39,118	100.0	82.3	4.7	13.0
Georgia.....	425,023	371,518	9,683	44,022	100.0	87.4	2.3	10.3
Hawaii.....	178,805	158,622	2,654	17,529	100.0	88.7	1.5	9.8
Idaho.....	37,753	32,013	1,788	3,952	100.0	84.8	4.7	10.5
Illinois.....	1,326,629	1,093,073	46,962	186,594	100.0	82.4	3.5	14.1
Indiana.....	1,200,333	1,024,755	--	175,578	100.0	85.4	--	14.6
Iowa.....	540,625	391,819	17,087	131,719	100.0	72.5	3.1	24.4
Louisiana.....	795,645	657,239	15,868	122,538	100.0	82.6	2.0	15.4
Maine.....	384,846	304,816	2,966	77,064	100.0	79.2	0.8	20.0
Maryland.....	1,260,674	1,038,583	4,143	217,948	100.0	82.4	0.3	17.3
Massachusetts.....	1,011,663	846,920	1,620	163,123	100.0	83.7	0.2	16.1
Michigan.....	1,106,735	930,825	--	175,910	100.0	84.1	--	15.9
Minnesota.....	2,445,645	2,037,555	28,067	380,023	100.0	83.3	1.2	15.5
Mississippi.....	547,101	425,474	14,322	107,305	100.0	77.8	2.6	19.6
Missouri.....	575,486	472,039	16,110	87,337	100.0	82.0	2.8	15.2
Montana.....	211,505	165,855	15,127	30,523	100.0	78.4	7.2	14.4
New Hampshire.....	187,205	142,947	10	44,248	100.0	76.4	(²)	23.6
New Mexico.....	387,392	232,140	7,797	147,455	100.0	59.9	2.0	38.1
New York.....	5,828,839	5,225,023	15,678	588,138	100.0	89.6	0.3	10.1
North Dakota.....	139,321	110,676	5,894	22,751	100.0	79.5	4.2	16.3
Ohio.....	2,043,095	1,820,932	10,902	211,261	100.0	89.1	0.5	10.4
Oklahoma.....	460,646	342,619	21,136	136,891	100.0	67.9	4.6	27.5
Oregon.....	792,487	645,000	20,400	127,087	100.0	81.4	2.6	16.0
Pennsylvania.....	930,772	878,569	40,007	112,206	100.0	94.4	1.3	4.3
Puerto Rico.....	503,004	411,523	2,915	88,566	100.0	81.8	0.6	17.6
Rhode Island.....	253,149	222,625	6,225	24,299	100.0	87.9	2.5	9.6
South Carolina.....	207,181	190,209	--	16,972	100.0	91.8	--	8.2
South Dakota.....	145,613	115,145	525	29,943	100.0	79.1	0.3	20.6
Tennessee.....	547,441	449,050	30,037	68,354	100.0	82.0	5.5	12.5
Texas.....	737,523	598,909	13,745	124,869	100.0	81.2	1.9	16.9
Utah.....	177,097	146,238	3,328	27,531	100.0	82.6	1.9	15.5
Vermont.....	205,576	127,212	2,432	75,932	100.0	61.9	1.2	36.9
Virgin Islands.....	40,813	34,757	--	6,056	100.0	85.2	--	14.8
Washington.....	1,755,129	1,529,226	13,214	212,589	100.0	87.1	0.8	12.1
West Virginia.....	422,810	350,022	10,676	62,112	100.0	82.8	2.5	14.7
Wisconsin.....	1,625,400	1,333,300	22,800	269,300	100.0	82.0	1.4	16.6
Wyoming.....	70,067	55,524	5,336	9,207	100.0	79.2	7.7	13.1

¹ For scope and limitations of data, see table 1.
² Less than 0.05 percent.

Table 7. -- Total and Per Capita Expenditures of State and Local Public Welfare Agencies for Child Welfare Services, by State, Fiscal Years 1952-1956

State	Total expenditures					Per capita expenditure for population under 21 years of age				
	1952	1953	1954	1955	1956	1952	1953	1954	1955	1956
United States Estimated total ¹	\$113,000,000	\$121,000,000	\$126,000,000	\$135,000,000	\$145,000,000	\$2.03	\$2.11	\$2.14	\$2.22	\$2.31
Alabama.....	2 408,476	2 586,505	2 604,865	2 643,774	968,087	(2)	(2)	(2)	(2)	(3)
Alaska.....	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)
Arizona.....	405,472	391,245	427,203	446,389	446,389	1.30	1.12	1.13	1.11	1.11
Arkansas.....	395,207	376,244	402,045	459,592	444	.44	.47	.53	.61	.59
California.....	9,438,934	10,407,879	10,878,699	11,348,283	12,193,598	2.77	2.84	2.71	2.63	2.69
Colorado.....	471,647	495,935	547,151	614,972	741,754	.97	.96	1.02	1.09	1.26
Connecticut.....	3,330,863	3,484,007	3,834,996	4,058,521	4,628,136	5.22	5.27	5.54	5.61	6.20
Delaware.....	347,258	397,842	423,726	451,451	527,332	3.16	3.43	3.39	3.39	3.71
Dist. of Columbia.....	1,171,581	1,171,516	1,230,533	1,325,445	1,374,652	5.38	5.03	4.98	5.08	5.85
Florida.....	(3)	(3)	(3)	(3)	607,774	(3)	(3)	(3)	(3)	.47
Georgia.....	676,618	742,414	860,027	917,496	968,692	.46	.51	.58	.60	.63
Hawaii.....	718,412	676,532	665,262	592,754	565,386	3.56	3.37	3.17	2.74	2.52
Idaho.....	81,102	56,030	59,713	47,368	39,011	.33	.22	.24	.19	.15
Illinois.....	4,158,818	3,954,100	3,923,760	4,222,017	4,491,516	1.48	1.36	1.31	1.36	1.40
Indiana.....	2 2,003,341	2 2,110,704	2 2,152,992	2 2,354,718	3,429,114	(2)	(2)	(2)	(2)	2.09
Iowa.....	511,428	569,803	576,745	660,264	694,702	.54	.59	.59	.67	.69
Kansas.....	2 265,892	2 287,242	2 327,129	2 290,611	2 305,296	(2)	(2)	(2)	(2)	(2)
Kentucky.....	(3)	2 671,400	2 758,999	2 799,089	2 907,318	(3)	(2)	(2)	(2)	(2)
Louisiana.....	1,257,521	1,371,178	1,671,012	2,030,691	2,468,101	1.12	1.18	1.40	1.66	1.96
Maine.....	1,295,108	1,311,760	1,352,386	1,409,286	1,423,522	3.76	3.94	4.15	4.24	4.17
Maryland.....	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)
Massachusetts.....	5,430,411	5,472,413	5,471,212	5,327,035	5,093,929	3.59	2.95	3.22	3.21	3.42
Michigan.....	1,368,351	1,382,356	1,482,272	1,576,805	1,643,743	3.59	3.58	3.49	3.28	3.16
Minnesota.....	2,944,679	3,137,507	3,497,845	3,957,396	4,396,054	.59	.56	.58	.59	.58
Mississippi.....	434,618	603,658	779,678	703,683	724,091	2.68	2.78	3.04	3.33	3.56
Missouri.....	947,366	917,704	1,039,184	1,124,706	1,248,544	.44	.62	.81	.73	.75
Montana.....	298,294	327,619	329,690	331,464	368,872	.70	.66	.75	.80	.84
Nebraska.....	2 140,751	2 155,758	2 152,546	2 129,405	2 129,405	1.34	1.44	1.39	1.36	1.46
Nevada.....	2 99,909	2 86,959	2 103,130	2 95,099	2 68,212	(2)	(2)	(2)	(2)	(2)
New Hampshire.....	665,154	685,129	702,588	728,303	723,683	3.61	3.70	3.72	3.79	3.67
New Jersey.....	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)
New Mexico.....	449,908	485,703	527,934	561,389	660,375	1.46	1.49	1.52	1.56	1.80
New York.....	31,643,776	35,012,049	36,242,567	37,580,519	41,763,337	6.94	7.47	7.47	7.46	8.00
North Carolina.....	(3)	2 405,349	2 444,311	2 455,204	2 487,620	(3)	(2)	(2)	(2)	(2)
North Dakota.....	266,289	328,389	356,518	327,766	373,353	1.03	1.30	1.37	1.24	1.36
Ohio.....	5,007,232	5,624,683	6,142,500	6,356,108	6,841,567	1.83	1.98	2.06	2.02	2.07
Oklahoma.....	435,697	471,572	578,632	736,795	834,373	.50	.54	.69	.89	.76
Oregon.....	1,477,697	1,591,393	1,719,975	2,077,123	2,300,606	2.78	2.85	2.95	3.46	3.66
Pennsylvania.....	2 2,648,127	2 2,996,107	2 3,052,599	2 2,633,940	12,353,391	(2)	(2)	(2)	(2)	(2)
Puerto Rico.....	614,345	566,930	648,402	742,926	743,668	.50	.47	.54	.61	.60
Rhode Island.....	782,699	778,875	761,489	746,708	710,095	3.08	3.05	2.90	2.76	2.63
South Carolina.....	265,521	334,792	404,902	377,727	404,593	.27	.35	.40	.37	.38
South Dakota.....	215,050	223,889	253,778	262,913	273,033	.84	.85	.97	.98	.99
Tennessee.....	633,492	776,774	854,646	905,356	876,569	.47	.59	.64	.67	.63
Texas.....	670,510	721,193	832,388	872,233	1,030,985	.22	.23	.25	.26	.30
Utah.....	415,561	444,189	415,943	412,316	464,030	1.36	1.38	1.25	1.20	1.27
Vermont.....	(3)	(3)	(3)	(3)	709,779	(3)	(3)	(3)	(3)	5.00
Virgin Islands.....	46,657	49,868	47,955	86,870	64,531	3.89	4.16	3.69	7.24	5.38
Virginia.....	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)
Washington.....	2,931,047	2,889,579	3,398,232	3,800,356	3,959,016	3.57	3.37	3.87	4.13	4.10
West Virginia.....	1,066,928	1,157,824	1,171,474	1,210,977	1,264,031	1.25	1.40	1.40	1.45	1.52
Wisconsin.....	2 2,479,000	2 2,771,500	2 2,771,500	3,441,100	3,722,700	(2)	(2)	(2)	2.55	2.65
Wyoming.....	111,493	137,725	172,520	210,577	176,224	.94	1.19	1.51	1.77	1.41

¹ Estimated total expenditures for the several years based on reports from the following number of States: 1952, 38 States; 1953 and 1954, 45 States; 1955, 40 States; 1956, 45 States.

² Report incomplete.

³ Did not report.

TABLE 8. -- Public Child Welfare Expenditures, State Personal Income, and Expenditures per \$1,000 of State Personal Income, by State, 1956

State	Public child welfare expenditures ¹	State personal income ² (millions)	Expenditures per \$1,000 of State personal income	State	Public child welfare expenditures ¹	State personal income ² (millions)	Expenditures per \$1,000 of State personal income
United States							
Estimated total.....	\$1,377,000,000	\$303,391	\$0.45	Mississippi.....	\$506,550	\$2,018	\$0.25
Alabama.....	752,302	3,674	.20	Missouri.....	1,069,680	7,560	.14
Arizona.....	372,219	1,588	.23	Montana.....	306,330	1,160	.26
Arkansas.....	281,500	1,913	.15	New Hampshire.....	666,304	958	.70
California.....	11,952,095	29,438	.41	New Mexico.....	587,123	1,134	.52
Colorado.....	672,555	2,729	.25	New York.....	41,565,092	36,255	1.15
Connecticut.....	4,557,803	5,497	.83	North Dakota.....	307,853	882	.35
Delaware.....	482,658	980	.49	Ohio.....	6,624,763	18,442	.36
Dist. of Columbia.....	1,346,224	1,992	.68	Oklahoma.....	493,211	3,328	.15
Florida.....	489,053	5,923	.08	Oregon.....	2,229,415	3,090	.72
Georgia.....	746,071	4,882	.15	Pennsylvania.....	12,185,879	20,724	.59
Idaho.....	7,950	895	.01	Rhode Island.....	671,835	1,599	.42
Illinois.....	4,301,011	20,988	.20	South Carolina.....	219,895	2,557	.09
Indiana.....	3,326,592	8,201	.41	South Dakota.....	208,659	850	.25
Iowa.....	547,648	4,213	.13	Tennessee.....	682,198	4,288	.16
Louisiana.....	2,294,622	3,910	.59	Texas.....	688,992	14,116	.05
Maine.....	1,353,895	1,443	.94	Utah.....	409,329	1,238	.33
Maryland.....	3,375,640	5,463	.62	Vermont.....	656,476	568	1.16
Massachusetts.....	5,014,737	10,010	.50	Washington.....	3,849,019	5,179	.74
Michigan.....	1,422,482	15,632	.09	West Virginia.....	1,101,751	2,555	.43
Minnesota.....	4,206,140	5,394	.78	Wisconsin.....	3,545,600	6,569	.54
				Wyoming.....	139,330	547	.25

¹ Expenditures are from State and local funds only.

² Data are for 1955.